

IMPROVING EDUCATIONAL PLANNING FOR JUNIOR SECONDARY EDUCATION IN THE INDONESIAN DECENTRALIZATION ERA

**A project submitted in fulfilment of the requirements for the degree of
Doctor of Philosophy**

Didik Suhardi
B. Law, M. Public Administration

**School of Management
College of Business
RMIT University
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Research By Project

There are three components that are being presented for examination for this Doctor of Philosophy - By Project Degree

1. An exegesis
2. A Portfolio that contains the durable record of the project
3. An oral presentation

This volume contains the Exegesis.

Accompanying this volume is the Portfolio. The Portfolio is divided into two parts:

1. Exhibits
2. Products.

DECLARATION

I certify that except where due acknowledgement has been made, the work is that of the author alone; the work has not been submitted previously, in whole or in part, to qualify for any other academic award; the content of the exegesis is the result of work that has been conducted since the official commencement date of the research program; any editorial work, paid or unpaid, carried out by a third party is acknowledged; and, ethics procedures and guidelines have been followed.

Didik Suhardi

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TABLE OF CONTENTS

| | |
|--|------|
| Research by Project | ii |
| Declaration | iii |
| Acknowledgements | iv |
| Table of Contents | vi |
| List of Tables | vii |
| List of Figures | viii |
| Glossary and Abbreviations | ix |
| Abstract | 1 |
| | |
| CHAPTER I: INTRODUCTION | |
| 1.1. Research Background | 2 |
| 1.2. Decentralization in Indonesia | 7 |
| 1.3. Objective of The Research | 9 |
| 1.4. Research Questions | 10 |
| 1.5. Expected Outcomes | 11 |
| 1.6. My Work and the Connection with My Project | 11 |
| 1.7. The Structure of the Exegesis | 12 |
| | |
| CHAPTER II: RESEARCH DESIGN | |
| 2.1. Research Methodology | 14 |
| 2.2. Challenges of Action Research | 16 |
| 2.3. Methods | 19 |
| 2.3.1. Fieldwork | 19 |
| 2.3.2. Observations | 20 |
| 2.3.3. Interviews | 21 |
| 2.3.4. Administering Questionnaires | 21 |
| 2.3.5. Document Analysis | 21 |
| 2.3.6. Data Analysis | 22 |
| 2.4. Research Participants | 22 |
| 2.5. Research Stages | 24 |
| 2.6. Ethics | 25 |
| 2.7. Summary | 26 |
| | |
| CHAPTER III: DECENTRALIZATION AND EDUCATION PLANNING CHALLENGES | |
| 3.1. The Structure and The Roles of MONE | 27 |
| 3.1.1. Indonesian Education Structure | 27 |
| 3.2. My Roles as Deputy Director for Program/Planning | 35 |
| 3.2.1. Routine Work : The Official Programs for which I am Responsible | 36 |
| 3.2.2. Ad Hoc/Additional Programs and Activities | 49 |
| 3.2.3. The Challenges that I Faced | 50 |
| 3.3. Educational Planning | 57 |

| | | |
|--|--|------|
| 3.3.1. | The Purpose of Educational Planning | 57 |
| 3.3.2. | Approaches to Education Planning | 58 |
| 3.3.3. | Education Planning Processes in Indonesia | 65 |
| 3.3.4. | Conditions Required for Success in Educational Planning | 68 |
| CHAPTER IV: THE CHALLENGES OF IMPROVING EDUCATION PLANNING | | |
| 4.1. | Stage I: Exploring the Key Issues and Problems on Educational Planning (October 2004 to October 2005). | 75 |
| 4.1.1. | Intentions | 75 |
| 4.1.2. | Actions and Observations | 75 |
| 4.1.3. | Lesson Learned and Reflections | 90 |
| 4.2. | Stage 2: The Challenge of Developing an Improved Education Planning System in DDJSE (November 2005 to October 2006). | 93 |
| 4.2.1. | Intentions | 93 |
| 4.2.2. | Actions and Observations | 94 |
| 4.2.3. | Lesson Learned and Reflections | 109 |
| 4.2.4. | Conslusions | 113 |
| 4.3. | Stage 3: Collaborating for Implementation (November 2006 to December 2008) | 115 |
| 4.3.1. | Intentions | 115 |
| 4.3.2. | Actions and Observations | 116 |
| CHAPTER V: IMPROVING EDUCATIONAL PLANNING : LESSONS FOR THE MONE | | |
| 5.1. | The Complexity of Decentralization in Indonesia. | 131 |
| 5.2. | Improving Education Planning at JSE. | 133 |
| 5.3. | A More Skilled Practitioner. | 1371 |
| 5.4. | Conclusions. | 140 |
| Bibliography. | | 142 |

LIST OF TABLES

| | | |
|----------|--|-----|
| Table 1 | : Stage of the Research. | 24 |
| Table 2 | : Total Number of Student at Junior Secondary School. | 34 |
| Table 3 | : The Percentage of DDJSE from DGMPSE Expenditure (2005-2008). | 34 |
| Table 4 | : Budget Allocation for <i>BOS</i> (2005-2008). | 44 |
| Table 5 | : The Target for the Construction of New School Unit (2004-2008). | 46 |
| Table 6 | : The Result and Target of New Classroom Construction (<i>RKB</i>) from 2004-2008. | 47 |
| Table 7 | : The Result and Target of One Roof School (<i>SATAP</i>) (2005-2008). | 48 |
| Table 8 | : Outline Summary of Stage 2. | 112 |
| Table 9 | : GER for Selected Provinces in Indonesia 2005-2008 | 117 |
| Table 10 | : Construction under the Access and Equity Program 2006-2008. | 121 |

LIST OF FIGURES

| | | |
|-----------|--|-----|
| Figure 1 | : The Successive Cycle of Research Activities (Plan, Do, Observe and Reflect). | 15 |
| Figure 2 | : Structure of Indonesian Education. | 29 |
| Figure 3 | : Organization Structure of MONE. | 30 |
| Figure 4 | : Organization Structure of Directorate General of Management for Primary and Secondary Education. | 32 |
| Figure 5 | : Organization Structure of Directorate for Development for Junior Secondary School. | 33 |
| Figure 6 | : Flow Chart of the Data Collection on the Number of Students. | 40 |
| Figure 7 | : Flow Chart of Allocations and Selections. | 41 |
| Figure 8 | : The Distribution Mechanism of <i>BOS</i> Funds. | 42 |
| Figure 9 | : The ABCS of Strategic Planning Process. | 63 |
| Figure 10 | : Education Planning Approach for Junior Secondary Education in Indonesia | 101 |
| Figure 11 | : GER and NER for period 2000 – 2009 | 122 |

GLOSSARY AND ABBREVIATION

| Acronym/ Abbreviation | Bahasa Indonesia | English |
|----------------------------------|---|---|
| AO | Ouput yang sebenarnya | Actual Output |
| ADB | Bank Pembangunan Asia | Asian Development Bank |
| AusAID | Badan Australia untuk Pembangunan Internasional | Australian Agency for International Development |
| APEID | Program Asia Pasifik untuk Inovasi Pendidikan | Asian Pacific Program of Educational Innovation for Development |
| BAPPENAS | Badan Perencanaan Nasional | National Planning Agency |
| BSNP | Badan Standar Nasional Pendidikan | National Education Standard Agency |
| BPS | Biro Pusat Statistik | Statistical Centre Bureau |
| Bupati | Kepala Kabupaten | Head of Local Government |
| DAU | Dana Alokasi Khusus | General Allocation Fund |
| DDP | Kasubdit Program | Deputy Director for Program |
| DEO | Dinas Pendidikan Kabupaten/ Kota | District Education Offices |
| DPR | Dewan Perwakilan Rakyat | Parliament |
| DJSE | Direktorat Sekolah Menengah Pertama | Directorate of Junior Secondary Education |
| DDJSE | Direktorat Pembinaan Sekolah Menengah Pertama | Directorate of Development for Junior Secondary Education |
| DGMPSE | Direktorat Jenderal Manajemen Pendidikan Dasar dan Menengah | Directorate General of Management for Primary and Secondary Education |

| Acronym/ Abbreviation | Bahasa Indonesia | English |
|----------------------------------|--|---|
| EO | Output yang diharapkan | Expected Output |
| EFA | Pendidikan Untuk Semua | Education for All |
| ESR | Pembahasan Bidang Pendidikan | Education Sector Review |
| EMIS | Sistem Informasi Manajemen Pendidikan | Education Management Information System |
| FGD | Diskusi Kelompok Fokus | Focus Group Discussion |
| GER | Angka Partisipasi Kasar | Gross Enrollment rate |
| GoI | Pemerintah Indonesia | Government of Indonesia |
| Golkar | Golongan Karya | Functional Group (Political Party in Indonesia) |
| HIS | Hollandsche Inlandsche School | Hollandsche Inlandsche School |
| HDI | Index Pembangunan Manusia | Human Development Index |
| IESR | Pembahasan Sektor Pendidikan Indonesia | Indonesia Education Sector Review |
| JSE | Sekolah Menengah Pertama | Junior Secondary Education |
| MPR | Majelis Permusyawaratan Rakyat | People's Consultative Assembly |
| MoF | Departemen Keuangan | Ministry of Finance |
| MoNE | Departemen Pendidikan Nasional | MONE |
| MDG | Tujuan Pembangunan Millenium | Millenium Development Goal |

| Acronym/ Abbreviation | Bahasa Indonesia | English |
|----------------------------------|---|--|
| MoHA | Departemen Dalam Negeri | Ministry of Home Affair |
| MoRA | Departemen Agama | Ministry of Religious Affair |
| NER | Angka Partisipasi Murni | Net Enrollment Rate |
| PAD | Pendapatan Asli Daerah | Gross Regional Income |
| PEO | Dinas Pendidikan Provinsi | Provincial Education Offices |
| PDI | Partai Demokrasi Indonesia | Democratic Party (Political Party in Indonesia) |
| PPP | Partai Persatuan Pembangunan | Development Unity Party (Political Party in Indonesia) |
| PSP | Pusat Statistik Pendidikan | Central Educational Statistic |
| RAC | Sumberdaya yang di konsumsi | Resource Actually Consumed |
| REC | Sumberdaya yang diharapkan untuk konsumsi | Resource Expected to be Consumed |
| RMIT | Royal Melbourne Institute of Technology | Royal Melbourne Institute of Technology |
| SBI | Sekolah Bertaraf Internasional | International Standard School |
| SBM | Manajemen Berbasis Sekolah | School Based Management |
| SMA | Sekolah Menengah Atas | General Senior Secondary School |
| SMK | Sekolah Menengah Kejuruan | Vocational Senior Secondary School |
| SOP | Standar Operasional Prosedur | Standard Operational Procedure |

| Acronym/ Abbreviation | Bahasa Indonesia | English |
|----------------------------------|--|--|
| SPP | Surat Permintaan Pembayaran | Letter of Request for Payment |
| SPM | Surat Perintah Membayar | Letter of Payment |
| SP2D | Surat Perintah Pencairan Dana | Letter to Withdraw of Payment |
| ToT | Training of Trainer | Training of Trainer |
| UUD 1945 | Undang Undang Dasar 1945 | Basic Constitution |
| UNESCO | Badan Persatuan Bangsa-bangsa yang menangani pendidikan dan budaya | United Nation Education, Science, and Culture Organization |
| WB | Bank Dunia | World Bank |

ABSTRACT

Improving Educational Planning for Junior Secondary Education in the Indonesian Decentralization Era

Since the enactment of Law 22/1999 about Local Government, Education was one of the sectors that was being decentralized except 6 sectors (Defense, Security, Foreign Affair, Justice, Finance, and Religious Affair) that are still under the management of the central government, centralized. During the decentralization of education, the mechanism of education planning has become difficult and complicated. This is due to the complexity of the procedure that the plan has to go through; a long process, starting from the preparation of supporting data until the final stage of deciding the most appropriate programs and activities for the country. Besides, this process has to involve all stakeholders of education, the approval from the parliament must be obtained so that the proposed budget can be funded.

The main objectives of this research are two fold. First, to make better or to improve the education planning mechanism at the Directorate for Development of Junior Secondary Education (DDJSE). Second, through improved planning, to expand the scope of service to the citizens of the country so that every citizen in Indonesia will have an equal access to Junior Secondary Education (JSE) and to improve the quality of JSE in Indonesia. To achieve these research objectives, practitioner research was used as an umbrella of research methodology with action research as the main research method. Data were collected by using data collection methods: questionnaires, observations, interviews, and document analysis from related sources. The research was done from 2004 until 2008.

This research involved all of the staff from the DDJSE, some staff from provincial education office, district education office, and other stakeholders of education. The involvement of all level of education staffs was aimed to find the most appropriate plan that suitable for all three levels of education offices. Whatever happens in one of the three levels of education offices will affect the other education offices.

During this research, the following actions were conducted as part of the education planning process: creation of current and complete data (EMIS), development of evaluation criteria for effective decentralized education planning, bottom up planning, coordination and synchronization, development of clear division of labor in education planning among the layer of education bureaucracy based on government regulation number 38/2007, capacity building, participation decision making, intensive and regular monitoring and evaluation.

At the end of the research completion, the researcher concluded that effective education planning had significantly increased the access to and the quality of JSE from year to year. The increase in access to JSE is shown by the significant improvement in Gross Enrollment Rate (GER) at JSE. The improvement of the quality of JSE is shown by the constant increase in students scores at the National Examination (UN). This research does not claim to be the only reason for the success of the DDJSE, but through this *Research by Project* there is clear improvement in JSE in Indonesia.

In addition, the research approach, results, and strategies have been very valuable for the DDJSE in improving the access and quality of JSE in Indonesia.

CHAPTER I

INTRODUCTION

1.1. Research Background

Education in Indonesia has been devolved to field units of the MONE since the enactment of Decentralization Law 22/1999 on Local Government and more effectively since the Law was implemented in January 2001. According to this Law, most sectors of government activity, including education, were decentralized to local governments. The sectors of finance, justice, defense and security, foreign affairs, and religious affairs were not decentralized. Three Government of Indonesia Ministries have a role in education, the Ministry of National Education (MONE), the Ministry of Religious Affairs (MORA) and the Ministry of Home Affairs (MOHA). Law 22/1999 decentralized MONE but MORA and MOHA remained centralized. Law 22/1999 was criticized for not implementing real democracy in the elections of the president, governors, and mayors/bupati because they were not directly elected by the people but rather by provincial, and district parliament members, respectively. In addition, the divisions of obligatory functions between layers of government were only defined for central and provincial governments – the responsibilities of district governments were not articulated.

Law 22/1999 was then revised into Law 32/2004 on Local Government characterized by two main changes: (1) president, governor and mayor/bupati are directly elected by the people, and (2) clearer divisions of obligatory functions between central, province, and district governments. Specific to the education sector, Law 20/2003 on National Education System also mandated that the education sector be devolved to local governments. Local governments have now more authority and responsibility to manage and govern primary and secondary education than in the era of centralization which effectively ended with the implementation of these laws.

The change in the regulatory environment required education restructuring. According to the US Department of Education (1990), education restructuring is the process of institutionalizing essential new beliefs and values in the education vision,

mission, goals, objectives, structure and process required by decentralization. Education restructuring requires that fundamental changes in educational management and governance are required as the problems are so structural that they cannot be solved by episodic and piecemeal tinkering. Closing the gap between the mandated improved conditions (decentralized) and the previously existing conditions (centralized) demands a review and revision of structures and processes, including vision, mission, goals, and so on. And this is only the start of a long term planning and change management process.

The essence of decentralization of education is basically devolving authority and responsibility from central government to local governments whether at the province, district or school levels. This devolved authority and responsibility requires that any institution delivering education, such as the MONE, Provincial Education Office or PEO and District Education Office or DEO, be managed more effectively and efficiently. The transition requires increased capacity in management and governance at the national, provincial and district levels. Formulating task and function was the highest priority during transition so that layers of government can work properly in the decentralization situation. In addition, improving management and governance of education at all levels is required.

The Education Sector Review (ESR) in 2004 on education decentralization reform was conducted as a joint effort between the Government of Indonesia and the donor community in Indonesia (Asian Development Bank/ADB, World Bank/WB, Australian Agency for International Development/AusAID, European Union, the Royal Netherlands Government, UNESCO, and UNICEF). The ESR focused on critical issues related to the principal roles that government (central level) generally plays – as regulator, manager, provider, standard-setter and monitor, employer and founder (ESR, 2004). This review argued that as a regulator, government has a role to develop education regulations. As a manager, government has a role to direct and guide provinces and districts to plan, organize, implement, coordinate and control education. As a provider, government has to provide financial support to local governments for education development. As a standard-setter and monitor, government has to produce national education standards and monitor their

implementation to make sure their fidelity of implementation. Finally, as an employer, government has to provide directions and guidance on human resource management in education.

Emanating from these principal roles of government, four themes were discussed: governance and management, finance and spending, education standards and school quality, and teacher management and performance. This is relevant to my position and my research project. Thus, improving education management with a focus on planning at the Directorate of Development for Junior Secondary Education (DDJSE) was the focus of my project. Improved decentralized management, particularly planning improvements at the DDJSE should lead to logically improved management, particularly planning of education at the Province and District levels. Since November 2005, in line with the new structure at MONE, DJSE has been renamed as Directorate of Development for Junior Secondary Education – DDJSE.

As a consequence of the decentralization process the management of education at the central level has confronted significant challenges. These challenges include: a lack of relevant or inaccurate data; confusion about the regulatory framework and key responsibilities in the era of decentralization; weak co-ordination between different levels of government; and inexperience and a lack of capacity at both the national and sub-national levels of management of education.

These challenges have been particularly difficult to overcome in my area of responsibility – planning in the Directorate of Junior Secondary Education. As noted above, lack of data was a particular problem. One of my responsibilities is to contribute to the national education plan but this is extremely difficult if the data is either absent or inaccurate. A less tangible area was associated with the euphoria and excitement that was evident in the period after the 1999 legal changes. Some provinces and districts saw the 1999 changes as a opportunity to assert their identity and autonomy after so many years of centralized, even oppressive rule from Jakarta. While this was understandable, indeed this was one of the aims of decentralization, but it meant that planning and co-ordination was particularly difficult. At the same time, DDJSE targets for increased access and equity measured by improved gross enrolment rates and increased quality must be achieved in accordance with the

targets set up by the MONE. To solve those problems and to achieve the targets, planning processes must be improved by setting up a new planning mechanism for special programs, and at the same time, improving planning coordination and synchronization. Eventually, improved planning and coordination will lead to improved access and equity as well as improved quality of JSE (JSE) in Indonesia. It is strongly asserted that this *Research by Project* will contribute to these nation-wide improvements.

To date there has not been a detailed study of decentralized education planning in Indonesia at the macro level that specifically focuses on JSE. Based on my observations and a preliminary analysis of the few existing studies, the majority of the studies on decentralized education in Indonesia focus on school based management (SBM) or much broader donor driven reports. Therefore, research on decentralized education planning at the macro level is urgent. This study is very important because it will contribute to managing the transition to decentralization of education in Indonesia. At the present time, there is a lack of clarity about the planning at the central level. Therefore improvement is needed.

With respect to my position as Deputy Director for Programs in Junior Secondary Education, this study is very appropriate and will contribute to the improvement of my workplace. For this reason, this study focuses on decentralized planning in JSE at the central level. In addition, this study will add to the capacity of the researcher to design and manage decentralized education planning for JSE in Indonesia.

When I commenced my research in mid 2004 I was also responsible for the management seven main programs. Another program Bantuan Operasional Sekolah or School Operational Fund (*BOS/SOF*) was added in 2005. Approximately 60% of the total budget of the Directorate General for the Management of Primary and Secondary Education of IDR 18.2 trillion (USD 1.82 *billion*) was allocated to the Directorate of Junior Secondary Education. The major portion of that budget was a total of IDR 9.1 trillion (USD 0.91 *billion*) allocated to these eight programs. These eight programs are:

- 1) *BOS* (School Operational Fund), This program is implemented in 33 provinces;

- 2) Open Junior Secondary Education. The purpose of this program is to increase access and also to manage existing Open Junior Secondary Education;
- 3) Acceleration to complete Nine-Year Universal Basic Education Program (NYU-BEP) by 2008. The purpose of this program is related to the coordination and synchronization among institutions in Ministry of Religious Affair (MORA) and MONE to accelerate the accomplishment of the Nine Year Basic Education Program in Indonesia;
- 4) Student Related program. This program actually deals with student activities such student competitions at the regional, national, and international levels;
- 5) Quality Improvement. This program deals with how to improve teaching learning processesn includes facilities and methodology of teaching and learning;
- 6) Indonesia School with National and International Standards. This program deals with management and development of National Standard Schools and International Standard Schools;
- 7) Access and Equity. This program deals with how to increase access and equity particularly in disadvantaged areas and with disadvantaged students. Later on, part of the program was funded by a Debt Swap from German Government and AusAID particularly focused on school building construction;
- 8) DBEP (Development of Basic Education Program). This program was funded by ADB to improve quality of the schools in 3 provinces (*Bali*, *West Nusa Tenggara*, and *East Nusa Tenggara*) in primary and JSE both MORA and MONE schools. This program was closed in December 2008;

For the purpose of this exegesis I will concentrate on two programs, *BOS* and *Access*. The main reasons for choosing these two programs is that both programs are substantially related to the expansion of access and improvement in quality of the JSE. Furthermore, these two programs are representative of my work and responsibilities and are a high priority for the MONE and the Government of Indonesia (GOI). Detailed information about each program will be described in chapter IV in the context of education planning for decentralization.

1.2. Decentralization in Indonesia

This research project which commenced in July 2004, took place during a period of significant political change in Indonesia. There were a number of dimensions to this change and while it is not the purpose of this project to explore those changes it is important to acknowledge this dynamic and complex context. The key feature of this context was the transition from the highly centralised and authoritarian Suharto regime to one with greater levels of participation and less concentration of political power. This project occurred within the complex process of decentralization.

The impetus for decentralization was the 1997 Asian financial crisis. In 1997 the Indonesian economy contracted by 15% (Reference: Tambunan, M 2000 'Indonesia's new challenges and opportunities: Blueprint for reform after the economic crisis' in *East Asia: An International Quarterly* 18:2 pp50-74). By the time of the crisis there was increasing speculation about the future of the Suharto regime and the political system in Indonesia more generally. For example a number of the resource rich provinces such as West Kalimantan, wanted greater financial and political freedom. Provincial and local governments claimed that service levels would improve if they had greater political authority and financial independence. Multilateral agencies were also pressing for political change. At the same time other groups in the Indonesian political system, in particular the military, were fearful of political fragmentation and were reluctant to change.

The first legislative change took place in 1999 when the parliament passed Law 22/1999 on Local Government and Law 25/1999 on the Financial Balance between Local Government and Central Government. Significantly the 1999 legislation shifted power and authority to the sub-provincial level of government (kabupaten and kotamadya) and not the provincial level of government. In part the decision to decentralize to the sub-provincial and not the provincial level was because of the fear on the part of the national government that provincial government could become too powerful and even risk national fragmentation. The change was dramatic for Indonesia

*Indonesia began experimenting with a new form of
Decentralization at the end of the twentieth century, with the*

passage of new legislation that shifted political and fiscal authority from the national government in Jakarta to sub-provincial level governments throughout the country. This transfer of authority transformed one of the most centralized government in the world into one of the most decentralized (World Bank (2003 p1).

The 1999 legislation introduced radical changes into the Indonesian political system. Although the plan was ambitious it was “rather vague and not well thought out” (Duncan 2007 p717). The 1999 legislation shifted primary responsibility for education to the district governments. The 1999 legislation was drafted hastily and the accompanying regulations were not complete by the time that implementation was supposed to commence. The lack of clarity about the regulatory framework and the lack of sufficient preparation at all levels of government made implementation difficult.

The 1999 legislation was revised in 2004. Law 22/1999 was replaced with Law 32/2004 and Law 33/2004. Under the initial legislation the role of provinces was limited. For example, in the area of education, districts were given the primary role while provinces had a supporting role and had responsibility for special needs such as schools for students with disabilities. In the revised legislation the role of provinces was enhanced. They became representatives of the central government and a co-ordinator of local government.

The lack of preparation for decentralization was one challenge. Another was the rapid increase in the number of district governments in Indonesia. In 1999 there were 330 district governments (kabupaten/kotamadya) in Indonesia. By the end of 2009 there were almost 500 – an increase of more than 50% in ten years. The formation of new districts was the result of a number of different factors including local political aspirations and political dynamics and concerns about service levels. Even when the formation process was supported and well managed there was some administrative disruption and uncertainty. In other cases the process created significant challenges. For example, staff turnover in many district education was very high. The turnover was disruptive at the local level made the development and maintenance of harmonious relationships between the central ministry and local staff difficult. The lack of consistency meant resulted in delays and and also meant

that it was more difficult to respond to particular local issues. The redeployment of teachers was another example. In many areas there was a mismatch between local teacher needs and local requirements. For example too many religious teachers and not sufficient mathematics teachers. As teacher deployment was the responsibility of local government it was more difficult to address these local mismatches. Even more challenging was the creation of new districts.

Ayres (2001) identifies four critical factors for the successful implementation of a decentralization process: a clearly established legal framework; institutions with capacity; a system of accountability, and an active civil society. If these factors were present then it is likely that local communities would benefit by decentralization as they would see an improvement in services levels in areas such as education. A more detailed exploration of Indonesian decentralization can be found in the accompanying Portfolio (detail Product 3).

1.3. Objectives of the Project

The initial objective of this research project was to improve management of education within JSE. I soon realized that improving the management of JSE in the context of decentralization was too ambitious and at the end of the first stage of the project, I decided that the initial objective needed to be modified. Therefore, the objective of the project was narrowed to educational planning in the context of decentralization era.

In line with the agenda of MONE for all students to complete nine-years of basic education by 2008, this *Research by Project* focuses on decentralized planning of JSE in Indonesia, specifically in terms of improving access and equity as well as quality of JSE. The condition in 2004 was very critical, with about 2.1 million (or almost 20%) of school aged children, specifically 13-15 years old, being unable to attend junior secondary schools. The Government of Indonesia had committed to achieving Nine Years Universal Basic Education. There was a desperate need to increase the GER at junior secondary level if Indonesia was to achieve this objective.

However, there are many things which needed to be done to achieve nine year universal basic education. The success of the nine year universal basic education cannot be achieved by the central government alone because decentralization of education has already shifted the management of primary and secondary education to the local government in coordination with the provincial government. Considering this fact, strong and continuous coordination among the three tiers of government: central, provincial and district, becomes critical. Among other things, the most important step for the DDJSE to start the coordination is by establishing comprehensive guidelines for conducting education planning and coordination in this decentralization era.

Based on the data and analysis of Stage 1 of the project I revised, and narrowed my objectives. The revised objectives are:

1. To improve decentralized education planning in the DDJSE in the MONE;
2. To produce strategic guidelines on education planning for the DDJSE in the MONE;

1.4. Research Questions

The research questions are now based on the two objectives outlined above:

1. How does the DDJSE, MONE, improve decentralized planning of JSE in Indonesia?;
2. What is the current status of decentralized planning of JSE at the central level that at the DDJSE?;
3. What changes or new practices are needed in decentralized education planning of JSE at the DDJSE?;
4. How can the DDJSE develop decentralized education planning in order to achieve the National Education agenda effectively and efficiently?;
5. What guidelines must be developed by the DDJSE in order to design decentralized education planning of JSE more effectively and efficiently?;

1.5. Expected Outcomes

I am undertaking this doctoral research project in the *By Project mode*. The RMIT *Research By Project* has three outcomes:

1. A more knowledgeable and skilled practitioner;
2. A contribution to professional and academic knowledge;
3. A body of work or a change in practice;

The *By Project* mode of post-graduate research is attractive because it is possible to explicitly link a research project to practical outcomes. It is also possible to link the research project to the candidate's workplace. All research aims to develop new knowledge. However, the *By Project* mode takes this a step further by emphasizing the practical dimension of knowledge, the world of practice and the need to facilitate change. Indonesian education has many challenges. As indicated above the Government of Indonesia is committed to improving enrolment rates. There is also a desperate need to improve the quality of education both in terms of the physical infrastructure and human capacity. So this project aims to use the evidence gathered during the project to facilitate a change in management practice. This, in turn will lead to improved education outcomes across Indonesia.

1.6. My Work and the Connection with My Project

I was promoted to Deputy Director of Planning in 2003 and since that time the importance of planning for the effective decentralization of JSE across the nation has become even more apparent and pressing. I realized that implementing changes in the complex decentralized education environment would not be easy. The *By Project* mode seemed to offer a way of combining a systematic investigation with change. So when I started this research project in 2004 I was the Deputy Director for Programs within the Directorate of Junior Secondary Education. In 2008 I was promoted to Director. Based on Article 47, of MONE Decree number 14/2005, the Sub-Directorate for Programs has nation wide responsibilities for developing and implementing programs, gathering data and for evaluating and reporting on the implementation of those programs. I had nationwide authority to exercise

leadership, management, administration, and budget control in the area of planning for junior secondary schools.

The connection between my work and the project was very close. As mentioned in the above paragraph, my main work was in the area of planning for JSE in Indonesia (nationwide). My research project was also in the area of educational planning in the context of decentralization. Thus, this research project was closely connected with my work, and in fact, the research project had helped me to improve the practices of educational planning for JSE at the MONE. This was exactly how I wanted to improve my work.

1.7. The Structure of the Exegesis

This exegesis is divided into the following chapters:

Chapter I, Introduction

The introduction provides information such as: background, context of the research, outline of the *Research by Project*, objectives of the research, research problem and expected outcomes.

Chapter II, Research Design

This chapter describes the outline of the research design including the methodology being followed, methods of data collection, data analysis, research participants, research stages, *Research by Project* stages, and the ethics of the practitioner research.

Chapter III, Decentralized Education Planning Challenges

This chapter outlines a broad-spectrum of decentralized management, the structure and priorities of DDJSE, my roles as Deputy Director for Program/Planning and Educational Planning in Indonesia.

Chapter IV, The Challenges of Improving Education Planning

The strategy for improving educational planning is organized into 3 stages to answer the four major research questions :

- a. Stage 1 explores the current status of management in the context of decentralization before finally concentrating education planning;
- b. Stage 2 discusses the ways to find the best available solutions for the emerging problems being discussed in stage 1;
- c. Stage 3 describes how the new mechanism will be used to implement the program. Furthermore, stage 3 provides solutions for the weaknesses and limitations found during the development of new mechanisms detail stage 2;

Chapter V, Improving Educational Planning –Lessons Learned for MONE

This chapter provides an outline of all previous chapters in terms of good practices and lessons learned for future planning. Recommendations are also made in order to provide suggestions for the up coming staff who are recruited at DDJSE, PEO, and DEO.

CHAPTER II

RESEARCH DESIGN

The purpose of this chapter is to outline the methodology that informed the project and the methods that were used to gather and analyze the data. It also outlines the research timetable, the stages of the research and the ethical issues encountered during the course of the project. Methodology is a strategy, a plan of action, a process or a design that links the objectives of the research with the decisions about the particular methods. Method is the techniques or procedure used to gather and analyze data related to some research question or hypothesis (Crotty, 1998).

2.1. Research Methodology

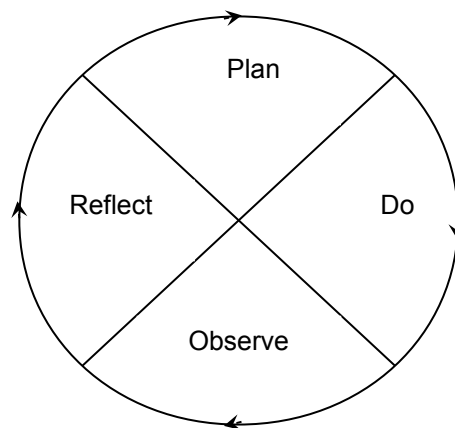
One way of describing this research project would be in terms of practitioner research. Brown (2003) uses the image of an umbrella to describe practitioner research. That is, it encompasses a variety of approaches and methods – in fact anything that the practitioner has at hand. Practitioner research is a qualitative methodology that is interested in what people think and in why they think what they think (Fetterman 1991). Practitioner research is undertaken by someone "who holds down a job in some particular area and at the same time carries out a systematic enquiry which is of relevance to the job" (Robson, 1993, p. 446). Practitioner researchers are often confronted with deciding between research that conforms to traditional approaches but that is often relatively unimportant or, on the other hand, research that descends into the "swamp of important problems" (Schon, 1987, p. 3) but which adopts more flexible design and methodological approaches. Kemmis (1981) makes a similar point when he draws a distinction between decisions regarding methodological purity and the quest for truthfulness. As will become evident later in this exegesis I confronted this dilemma during this project.

Although the concept of practitioner research was useful in the early period of this project, action research became more useful in guiding the research approach. The process of action research can be described as sequential cycles or stages, but different scholars described the stages slightly differently. For example, Cherry

(1998) describes action research as a cycle of planning, action, and review of the action – a cycle which results in other continuing and iterative cycles of planning, action and review. Sagor (2005) describes the action research process as the following four stages: clarifying vision and targets, articulating theory, implementing action and collecting data, and reflecting on the data and planning informed action.

Again, the following stages were guided by the cyclical nature of research activities developed by Kemmis and McTaggart (1981). The plan, do, observe, reflect is a never ending cycle of continuous improvement. Although no rigid rules are required to carry out the cycle, the general framework of each step can be described as follows. The successive cycle can be visualized as Figure 1.

Figure 1
The Successive Cycle of Research Activities (Plan, Do, Observe, and Reflect)



Adapted from Kemmis and Taggart (1981)

Further, Kemmis and McTaggart (1981, p. 7) propose that to do action requires the following activities:

1. to develop a plan of action to improve what is already happening,
2. to act to implement the plan,
3. to observe the effects of action in the context in which it occurs, and
4. to reflect on these effects as a basis for further planning, subsequent action and so on, through a succession of cycles.

It should be stressed that this is a generic statement and that rarely in the process so simple or definitive. The stages of the project are outlined below (2.4.: Research Stages) and can be explored in detail in Chapter 5.

2.2 Challenges of Action Research

All doctoral research aims to create new knowledge. I am undertaking a Doctor of Philosophy By Project. This form of research is particularly interested in the multidisciplinary and practical characteristics of knowledge. Action research is often adopted by practitioners who are interested in researching their own practices and the organizational setting in which those practices occur. In general terms action research is concerned with developing an understanding of the context in order take purposeful action.

Practitioners, who are also insiders, experience both advantages and disadvantages as they go about the task of creating practical and multidisciplinary knowledge. Clearly an insider has the advantage that he or she already has some understanding of the issue or issues under investigation. Often it is this understanding and the realization that things could be better that prompted the investigation in the first place. Insiders also have the advantage that they know many of the people in the organization or in the context in which the research takes place. This existing knowledge can save valuable time and, like the experienced local detective, existing knowledge assists the researcher from chasing false leads.

However insiders need to be aware of their limitations. Coghlan (2005) identified three challenges that confront the inside action researcher: ‘pre-understanding’; role duality and organizational politics. In terms of existing understanding Coghlan urges the insider action researcher “to learn how to look at the familiar from a fresh perspective and become open to discovering what they do not see and how their perspective is grounded in their functional role or occupational subculture.”

The willingness to look at evidence with fresh eyes and to be surprised is easy to say but hard to perform. In this research project I was aware of this need. Precautions were taken to minimize the influence of existing understandings.

Preparation prior to meetings and workshops was important. Preparation enabled me to consider the expected responses and ways that I might be able to ask supplementary questions. anticipate possible responses. A second method was to ensure that that data from interviews, meetings and observations was accurately noted. The research journal was useful in achieving this. My Australian supervisors and Professor Slamet visited some of research sites and attended some of the meetings. This local and international perspective assisted me to “look at the familiar with a fresh perspective”.

Role duality is the second issue identified by Coghlan. One of the assumptions of insider research is that the inevitable role conflict can be resolved. This issue is particularly challenging because the issue is not resolved by a single event or decision. Rather it is something that needs to be managed every day, at every event, during every encounter with a research participant. One especially challenging aspect of the dual researcher-manager roles was time conflict. It is obvious that conducting research is very time consuming. As a Deputy Director of DDJSE the workload was considerable. The target to complete all of the programs and activities for the year is always challenging. Studying was difficult and challenging. Even though I developed plans with the assistance of my supervisors there were considerable conflicts between my work and my study. On many occasions, the time conflicts slowed the target of study from the schedule. During the 2004 tsunami and other natural disasters I had to suspend my research role completely.

The third issue is organizational politics. This project took place during a time of rapid political change. Indonesia was moving from the highly centralized state that had been controlled by President Suharto to a decentralized state. It was impossible to avoid organizational politics. Moreover, as I discuss in the next chapter I was responsible for a number of major funding programs. It was inevitable therefore that many stakeholders looked to me in order to increase their budget allocation or to secure additional educational facilities in their districts. This is illustrated when I attended a particular workshop that was attended by staff from the Provincial Education Office and from the District Education Offices. The majority of the staff at the PEO or DEO knew me because I have been working in the Ministry for about 25 years. So, instead of giving information regarding the planning and coordination

in decentralized education, some of the participants merely asked for help in getting funds from the DDJSE. In every visit, interview or observation, participants were reminded that the purpose of the meeting was not to distribute funds from the DDJSE, but to do research on decentralized education at the national and sub-national levels of educational management and to complete a Doctoral degree at Royal Melbourne Institute of Technology (RMIT).

A particular challenge that I encountered during this project was the truthfulness of the data that I collected from the participants. This challenge is related to the second and third issues identified by Coghlan: role duality and organizational politics. I have already indicated that initially some participants thought that participation could bring additional benefits such as increased funding. My first response was important because not only did it make my position as researcher and practitioner very clear but it also established a pattern that I was to follow when similar events occurred later in the project. I am confident that it soon became obvious that I was genuinely interested in the participants' responses whether they were supportive or critical of my office and the programs for which I was responsible.

Being an insider and having pre-existing knowledge was also helpful in meeting the challenge of determining the truthfulness of the data. Pre-existing knowledge helped in a number of ways. First, as someone with considerable experience in the Ministry of National Education I had often encountered situations where I was indirectly pressured to influence funding decisions. I had also experienced situations where favourable and not entirely accurate information was provided on the understanding that the person would receive a benefit. Sometimes the person was not expecting a direct benefit but was just trying to create a good impression.

Second, as an insider I was able to use my existing knowledge about events and situations to check the truthfulness of data. I was interested in finding out the real situation in the provinces and districts. At the same time I had a reasonable understanding of what was plausible. I also had access to a range of alternative sources of information so that I could verify the data. A good example of this is discussed later in this exegesis when I developed an alternative mechanism for the collection of enrolment data. The existing knowledge and my capacity to use

alternative sources and mechanism were not always totally accurate but it did prove to be a valuable way of verifying data that was collected during this project.

2.3. Methods

It is important to ensure the truthfulness of the data. This is especially important when the researcher is an insider. One strategy to ensure truthfulness is to use a variety of methods. In this project I used:

1. Field work;
2. Participant observations;
3. Interviews;
4. Administering questionnaire;
5. Document analysis.

In addition to the above methods of data collection, I also recorded my activities on a regular basis in the form of a research journal to monitor my research progress. The data gathering tools, such as the administering questionnaires or instruments that were used for the consultations in *Bali* and *Jogjakarta* and the same interview questions that were used in *Batam* and *Jakarta* were developed in response to the particular objectives of the time. Often these tools needed to be developed in response to an emerging issue or problem.

During this four year research period, I visited almost all of the provinces but I focused on four provinces as listed above. Considering the limitation of my time and the distance among the provinces, I visited each province every two months to conduct different methods of data collection. For a short visit, I usually did short observation, interviews and document analysis. When the time was long enough, I was often involved in the fieldwork and participant observations.

Fieldwork

In this research, I adapt the Bogdan and Biklen's (1992) fieldwork approach as field investigation to form the methodological framework of this study, which incorporated a set of different qualitative data collection methods (participant observations, interviewing, surveys, and document analysis) to provide a deeper understanding of education planning. In another words, this fieldwork approach

refers to being out in the subject's world; not as a person who pauses while passing by, but as a person who has come for a visit; not as a person who knows everything, but as a person who has come to learn; not as a person who wants to be like them, but as a person who wants to know what it is like to be them. In fieldwork, the first thing to do is to gain access to the field so that the researcher is perceived as a family of the practitioners (respondents) and the subjects would not be suspicious to the researcher. With this method, the subjects would consider the researcher not as a foreigner who is distrusted, but as a family member who is trusted. In the field, the researcher moves between roles, sometimes being active while at other times being a passive observer of the activities of the participants.

According to the approach that was agreed upon by the respondents and researcher, the researcher was actively involved and engaged with the respondents during the research. (All key respondents were informed about the RMIT ethical process). Accordingly, the respondents were also actively supporting the role of the researcher on their matters therefore the feedback, comments, and suggestion from the respondents were very constructive and beneficial to the implementation of the action research. During the fieldwork, I kept journals to record the data that was provided and informed by respondents.

2.3.2. Observations

Observations are used to collect data whenever data collection is concerned with behavior (Bogdan and Biklen, 1992). In this research, my observations are used to collect data from the schools, DEOs, PEOs, and some workshop conducted at MONE in relation to reactions of respondents to new innovations or activities introduced in the cycle (plan, do, observe, and reflect). Observations were done through passive and active participants. As a passive participant, I did not involve myself directly or it could be said I functioned purely as an observer. However, sometimes I was actively involved in the respondents' matters. During my research I had visited a number of schools but for the observations for this research, I focused on 15 schools in four districts from four provinces.

2.3.3. Interviews

An interview is usually defined as an interaction and conversation between two persons in order to get information from the other. An interview is used to gather descriptive data in the subject's own words so that the researcher can develop insights on how subjects interpret some piece of the world (Bogdan and Biklen, 1992). Interviews are also appropriate to collect in-depth data about phenomena from a respondent's point of view.

This research used direct face to face interviews. The interviews were conducted with respondents from PEOs, DEOs, and schools during the field visits. Since the school visits were made to 15 schools, interviews were done accordingly. Interviews during coordination meetings were conducted three times a year according to the regular schedule of the meeting. Interview data helped the researcher to gather information specifically related to the respondents' experiences of the management of planning and implementation in junior secondary schools. The data from interviews also provided a better description of what is really happening in the field of education in addition to the data and information that have already been sent by the provinces, districts, and schools to the central office.

2.3.4. Administering Questionnaires

Administering questionnaires was done in order to obtain more specific data and information related to the current state of the implementation of education planning in the context of decentralization era. The initial questionnaires were distributed to 135 participants from all provinces in the coordination meeting in Bali on 2005. From the 135 questionnaires which were distributed, all responses (100%) were received back because the questionnaires were distributed and collected during the coordination meeting between DDJSE and PEO officers. Detailed results of the questionnaire are described in chapter IV.

2.3.5. Document Analysis

Data was also collected by extracting information from a range of documents, including the strategic plan of MONE 2005-2009, the annual report of the DDJSE to MONE, NYU-BEP documents, and other related documents. There were many

documents containing relevant data to be considered. However, precautions need to be taken because the documents are not always accurate and up to date; therefore it is important to cross-check data with other data sources such as interviews, and observations.

2.3.6. Data Analysis

The collected data was organized according to themes and issues. Miles and Huberman (1984) suggest that a simple but effective method for analyzing data was particularly useful: first to organize the data and then to identify key themes or issues. I also tried to keep a research journal to keep track of the data and information. However, at one time it was difficult to maintain the discipline of keeping my journal up-to-date when there were a lot work demands. This was especially the case with comments about the impact or significance of particular events or comments from participants. However, when the work was normal, I updated my journal and completed the records on time. To secure the data and information, a secure folder was prepared to collect all documents in one place.

The data analysis consisted of three concurrent flows of activity: data reduction, data display, and conclusion drawing. Data reduction refers to the process of selecting, focusing, simplifying, abstracting, and transforming the raw data that appear in written-up field notes. Data display is an organized assembly of information that permits conclusion drawing and action taking. Conclusion drawing was basically deciding what things mean, noting regularities, patterns, explanations, possible configurations, causal flows, and propositions. To make sure that the data was correct or authentic, verification or check-recheck of data was done by using multiple data sources (Miles and Huberman, 1984).

2.4. Research Participants

Unlike some other forms of research that sees informants as ‘subjects’, action research explicitly aims to promote collaboration. This is not always easy to achieve. Initially at least the objectives of the researcher and the objectives or desires of the participants may not be aligned. In fact the objectives could be

opposed, or what is often more likely, the intended participants are not particularly interested in the objectives of the researcher. Therefore it is important that one of the first tasks of the action researcher is to foster a spirit of collaboration and co-operation so that the research project becomes, over time, a joint enterprise. In some forms of action research the participants become joint researchers. Although this may be some form of ideal action research, it was not my objective in this research project.

Although I did not see the participants as joint researchers I did see them as collaborators. Based on my insider experience, I realised that without the co-operation and collaboration of the staff in my office and other stakeholders I would not be able to achieve my objectives. My decision to foster collaboration was based on practical outcomes and my belief that collaboration was consistent with the values of action research and with the cultural values of Indonesia.

The participants in this research were stakeholders in JSE in Indonesia including the MONE, PEO personnel, and DEO personnel. At the national level, the key participants were my colleagues from the DDJSE. In the Provinces, Heads and Sub-Heads of planning divisions in the PEO were invited as key informants while in the DEO, Heads and Sub-Heads of planning and representatives from sub division DEO were selected as the key informants. During the project particular attention was paid to four provinces, namely West Java, *Banten*, *Jogjakarta*, and *West Nusa Tenggara* provinces.

These four provinces were selected on the basis of the degree of educational development of the province. Within MONE, two simple but relatively effectively measures are used to determine the level of educational development. First, participation as measured by the gross enrolment rate and second, quality of outcome as measured by national examination at JSE level. Using these measures MONE classifies *Jogjakarta* as developed, West Java and *Banten* as developing and *West Nusa Tenggara* as less developed. In order to gain additional insights at the district level I selected one district from each province. In *Jogjakarta* Province, Kota *Jogjakarta* (City) was selected; in West Java, *Bekasi* District; in *Banten*

Province, *Tangerang* was selected; and in *Nusa Tenggara Barat* Province, *Lombok Tengah* District.

2.5. Research Stages

As noted earlier, this research was guided by the cycles of action research. However, it would be unlike the cycles that were not as tidy as the figure 1 above suggests. The stages of the research are divided into 3 stages as described at Table 1.

The research project undertook roughly four years starting from October 2004 to December 2008. The schedule of the research was as follow:

Table 1
Stages of the Research

| Stage | Focus (intention) | Date | Action | Place |
|-------|---|---------------------|--|-------------------------------|
| 1. | To explore and cope the key issues and problems of education planning in the decentralized era | Oct 2004 - Oct 2005 | Consultation meetings (DDJSE, PO, and DO) and discussion and Development new mechanism | DDJSE PEO DEO School |
| 2. | To implement new mechanism resulting in new education planning processes | Nov 2005 – Oct 2006 | Implement new mechanism in the educational planning | DDJSE PEO |
| 3. | <ul style="list-style-type: none"> • To implement the improvement of new strategy in the educational planning • | Nov 2006 – Dec 2008 | Implementation improvement of new mechanism in the educational planning | DDJSE PEO |

2.6. Ethics

The research project undertaken paid much attention to two ethical issues as identified by Bogdan and Biklen (1992), informed consent and the protection of participants from harm: (1) participants enter research projects voluntarily, understanding the nature of the study and the danger and obligations that are involved and (2) participants are not exposed to risks that are greater than the gains they might derive. The following actions were taken to ensure that the research project was conducted ethically:

1. Applied and gained ethics approval from the RMIT University Ethics Committee;
2. Consent and Plain Language statement. In all interviews, I sought the respondent's permission to gain his/her responses. I have never revealed their identity in any research publication. I will keep the data in a secure location where it will be held for five years. I always reminded the participants that participation in this research project is voluntary and they may withdraw at any time and any processed data may be withdrawn;

At times it was difficult to follow the ethical research procedures as these procedures are quite foreign to most of the Indonesian participants. The procedure in this research is relatively new and different from the way most of the research has been done in Indonesia in the past. With *Research by Project*, the insider's perspective is fundamental. In many cases of educational study in Indonesia, the researcher usually is not involved directly in the unit being studied. The limited exception is with classroom action research which is done by teachers. This is because the majority of educational research in Indonesia uses the quantitative approach in which the outsider's perspective (researcher's perspective) is fundamental. Survey research, correlation study, and experimental study are good examples of doing quantitative research that does not consider the insider's perspective as important information.

2.7. Summary

This chapter outlined the research design that I used during this project. The project was conducted within the framework of RMIT's *Research By Project*. The *By Project* mode of post graduate research aims to link research with practical and beneficial outcomes. In this project I aimed to improve broader knowledge about educational planning in the context of centralisation as well as my own skills as a manager. Above all I wanted to improve educational outcomes for JSE in Indonesia. An action research approach was appropriate given this research-outcomes framework. Action research is an umbrella term that covers a range of different approaches. However a common feature of action research is the desire to improve social outcomes for individuals and the community as a whole. The methods that I used to collect and analyse data fitted naturally with this research approach.

The research participants were stakeholders in the MONE (DDJSE), PEO personnel, and DEO personnel. The methods used to collect data were field work, observation, interviews, and document analysis. Often I had to make plans and take action with incomplete data. I organized the data according to themes. The data that I gathered and the action that I took is explored in more detail in Chapter IV. Chapters II and III explore the context in which the project occurred.

CHAPTER III

DECENTRALIZATION AND EDUCATIONAL PLANNING CHALLENGES

The decentralization of education poses a number of challenges for all three levels of government. In the previous Chapter, I explained that in 1999 Indonesia embarked on the ‘big bang’ approach to decentralization. Managing education in this environment was extremely difficult not only because of the dramatic and sudden changes but also because the regulatory framework was inadequately defined. The 1999 laws were replaced in 2004. While the new laws clarified the roles and responsibilities of the central, provincial and district governments many issues remained unresolved. Moreover developing a common understanding of priorities, processes and implementation of programs was challenging.

This chapter explores the role of the Ministry of National Education (MONE) and more particularly, the Deputy Directorate of Junior Secondary Education (DDJSE) in the management of education in Indonesia. It is divided into three parts. The first part examines the structure and role of MONE. The second part examines my role in the DDJSE and the challenges that I faced in attempting to achieve the strategic objectives of MONE. The strategic priorities included ‘Nine Years Basic Education’ and improvement in the quality of that education. The third part looks specifically at the planning of education.

3.1. The Structure and Roles of MONE

3.1.1. Indonesian Education Structure

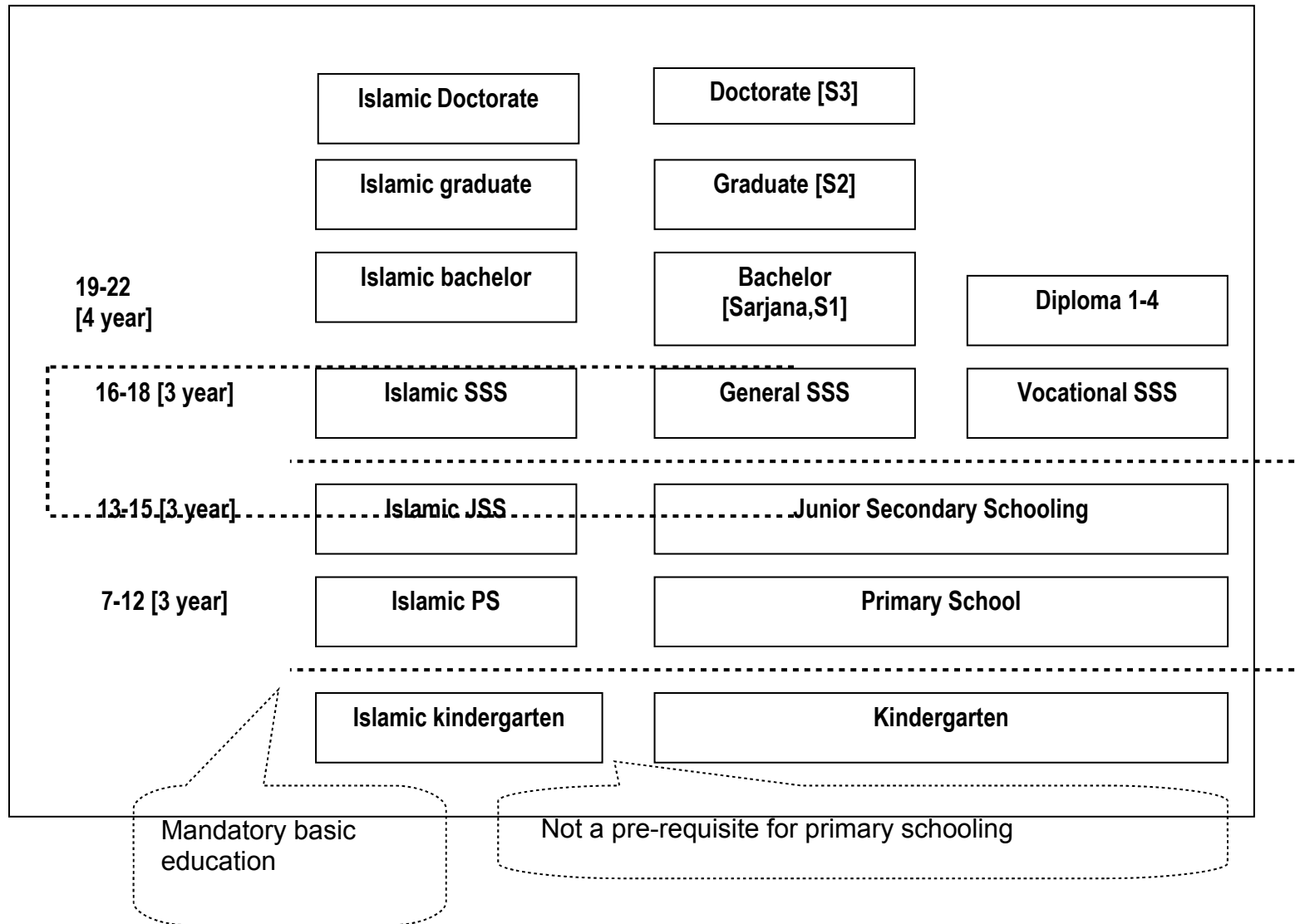
The aim of presenting the Indonesian education structure is to explain to the reader about the type and level of education for which I am responsible. The Indonesian education organizational structure may be described as follows: six years of primary schools/Islamic schools, three years of junior secondary schools/Islamic schools, three years of senior secondary schools/Islamic schools, and universities. Those

who graduate from six years of primary schools/Islamic schools have to continue their study to three years of junior secondary schools/Islamic schools. Those who graduate from junior secondary schools/Islamic schools can pursue their study to senior secondary schools/Islamic schools (3 year schooling). Senior secondary schools/Islamic schools are divided into academic and vocational tracks. Likewise, those who graduate from senior secondary schools/Islamic schools can pursue their study to higher education institutions starting from undergraduate/bachelor, to master degree, and finally to doctorate degree. At the university level, students may choose an academic or professional track. In a visual form, the organizational structure of Indonesian education can be seen from Figure 3 (Following page).

Figure 3 also describes the two prongs of education management responsibility, MONE and MORA. All school levels, except Islamic schools, are managed by the MONE, while Islamic schools are managed by the MORA. Curriculum for schools under both Ministries is the same, but Islamic schools have more hours of Islamic religious courses.

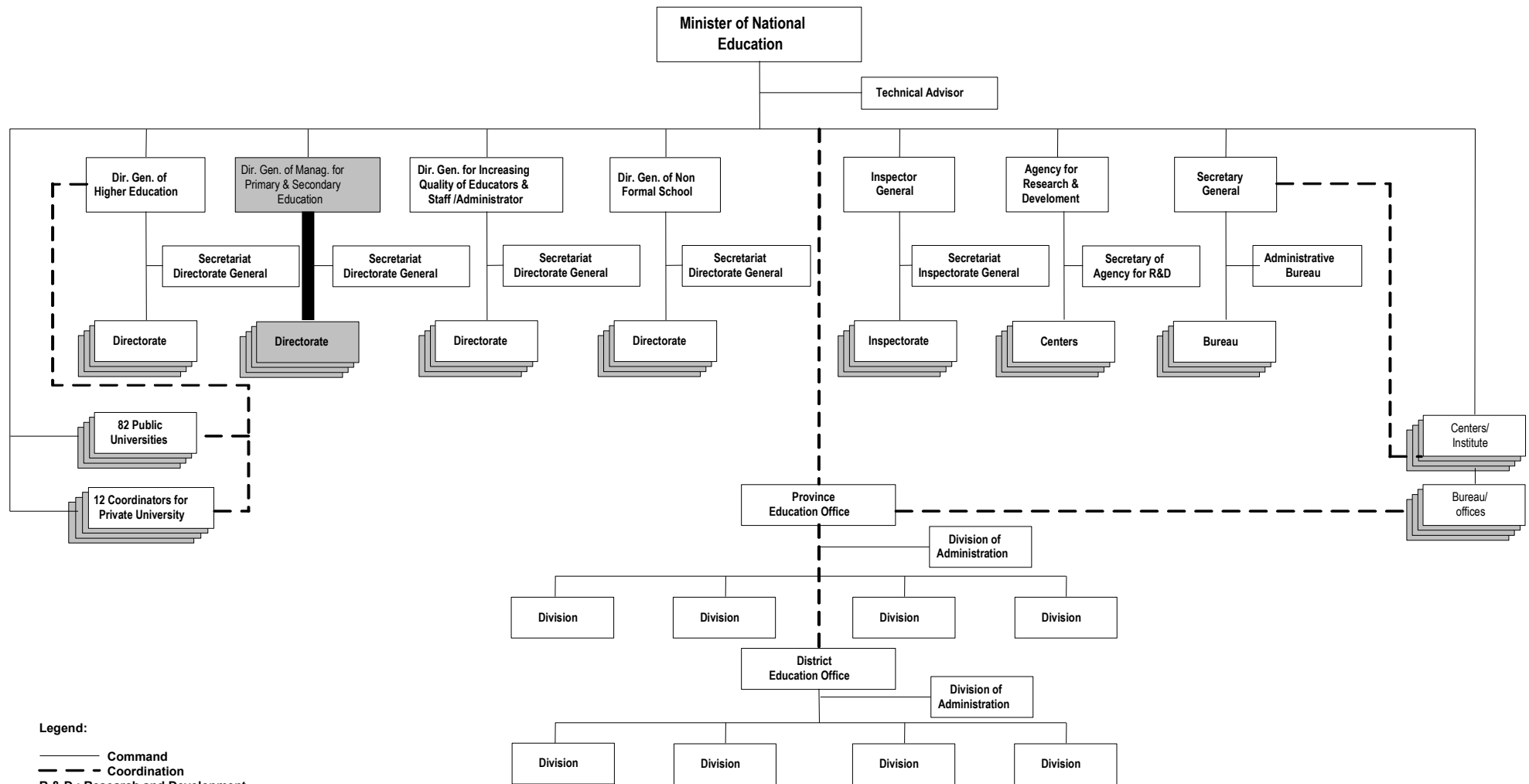
Figure 4 and 5 provide an oversight of the MONE structure. (You will note that I report to the Director General of the Ministry of National Education. It is another range of responsibility and challenges). The MONE employees around 5.000 staff, of whom 270 staff work in my directorate.

Figure 2
Structure of Indonesian Education



Source: The MONE, 2008

Figure 3
Organization Structure of MONE

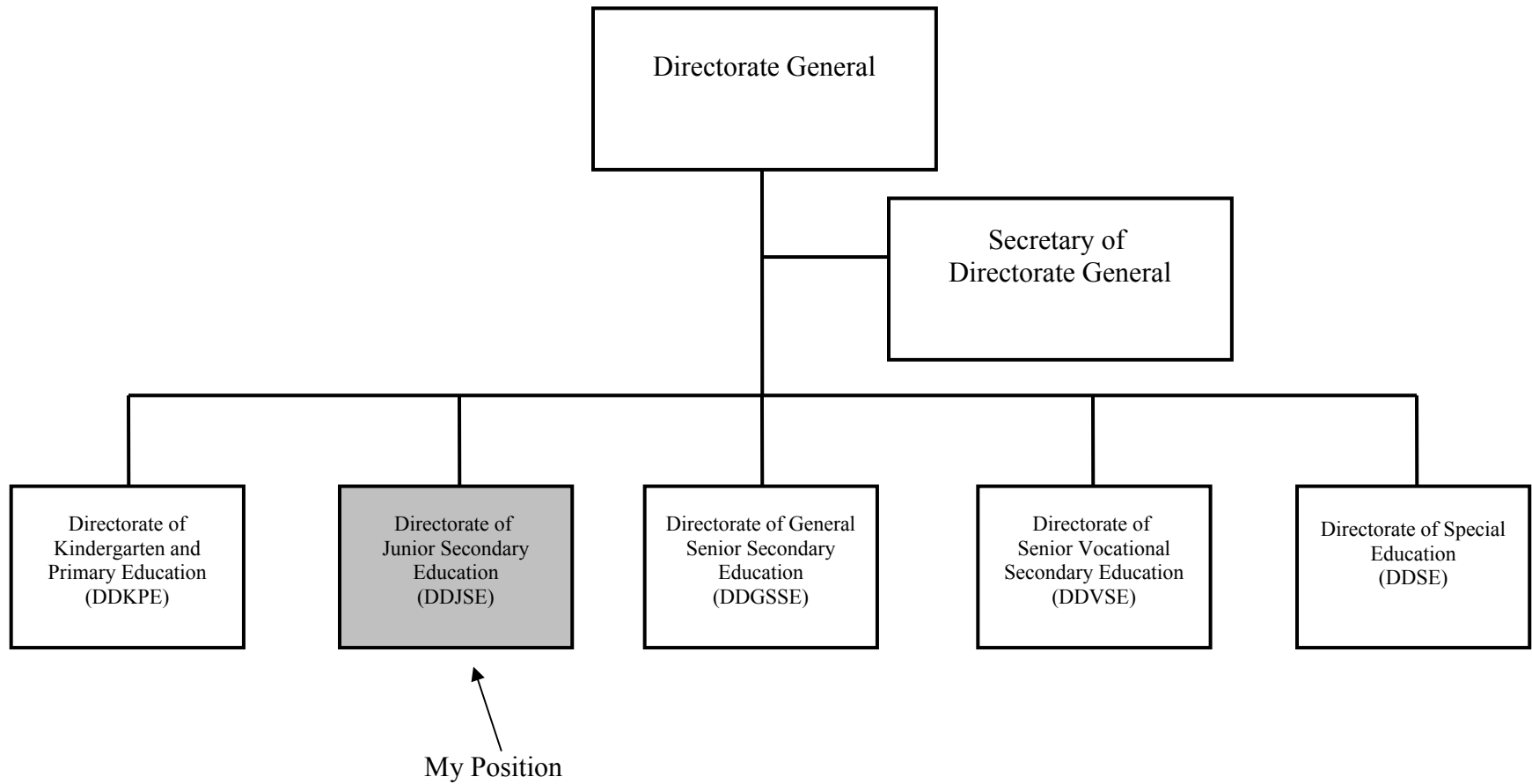


Source: The MONE, 2004

During the centralized era, the MONE acted as a commander and controller in almost everything in education matters, from regulations, policies, standards, implementation, planning, finances and the delivery of national education. Since the implementation of decentralization policies, the MONE has to share and coordinate its roles with the PEOs and DEOs. It is not completely bottom up power, but the aim is to combine bottom up and top down - a form of power sharing. The MONE provides direction and guidance to the PEO and DEO but they must be responsive to guidance from the MONE, based on annual coordination meetings among all three tiers of the education bureaucracy.

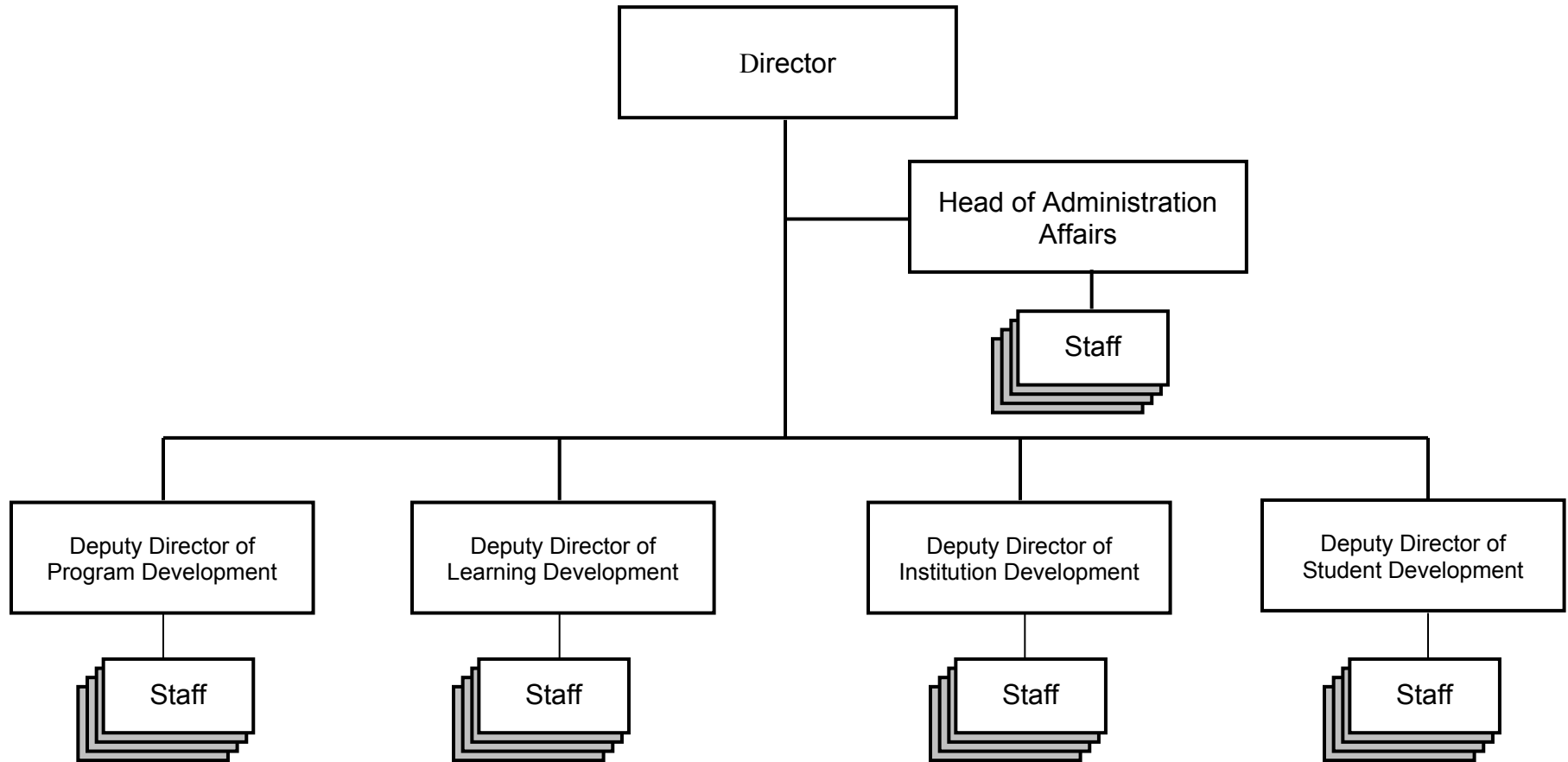
Figure 5 (following page) shows the structure of the directorate for which I have responsibility, Directorate General of Management for Primary and Secondary Education (DGMPSE). The Directorate General has an organizational structure consisting of the Secretariat of DGMPSE, the Directorate of Development for Kindergarten and Primary Education (DDKPE), the Directorate of Development for Junior Secondary Education (DDJSE), the Directorate of Development for Senior Secondary Education (DDSSE), the Directorate of Development for Vocational Senior Secondary Education (DDVSE), and the Directorate of Development for Special Education (DDSE).

Figure 4
Organization Structure of Directorate General of Management for Primary and Secondary Education



Source: The DGMPSE, 2004.

Figure 5
Organization Structure of Directorate for Development for Junior Secondary Education



Source: The DDJSE, 2004

In 2008 the total number of students enrolled in education in Indonesia was approximately 51.73 million. The distribution of students based on the following levels of education was: primary school: 28.12 million; junior secondary school: 11.72 millions; senior general and vocational secondary school : 7.8 million; and higher education students: 4.09 millions (The Center for Education Statistics MONE, 2008). I have responsibility for the managing, planning and financing of junior secondary school students at the national level. In 2008 there were just over 11.7 million students in approximately 28.000 government and private junior secondary schools approximately 9.1 million in MONE schools and the balance in MORA schools. In the four years between 2005 and 2008 about 60% of MONE's total budget was devoted to the Directorate General for Management of Primary and Secondary Education (that is Primary School, Junior Secondary Education, Senior Secondary Education and Vocational Senior Secondary School). Table 6 shows the total enrolment during those four years.

Table 2
Total Number of Student at Junior Secondary School

| Year | Total of Students |
|-----------|-------------------|
| 2004/2005 | 8,159,086 |
| 2005/2006 | 8,073,389 |
| 2006/2007 | 8,439,762 |
| 2007/2008 | 8,852,030 |

Source: The Center for Education Statistics MONE, 2008

Table 3
The Percentage of DDJSE from DGMPSE Expenditure (2005-2008)

| Year | DGMPSE (60% of Total MONE Expenditure (in IDR) | Expenditure of DDJSE (in IDR) | Percentage (%) |
|------|--|-------------------------------|----------------|
| 2005 | 16,010,690,000 | 4,296,747,107 | 27% |
| 2006 | 21,819,101,000 | 15,615,547,171 | 72% |
| 2007 | 19,854,513,000 | 14,721,123.000 | 74% |
| 2008 | 20,963,384,050 | 15,471,387,422 | 74% |

Source: The MONE, 2008

Table 7 reflects the strategic priorities of the MONE and in particular the commitment to nine years basic education. In line with these priorities the expenditure devoted to my Directorate increased sharply from IDR 4.2 trillion (USD 420 million) or 27% of the total budget for DGMPSE in 2005 to almost IDR 15.5 trillion (USD 1.55 billion) or 74% in 2008. This represents

a trebling of the budget for JSE. The dramatic increase between 2005 and 2006 is because of the inclusion of *BOS* (school operational fund). The *BOS* will be explained in more detail later in this Chapter. Suffice to say at this stage that *BOS* was a major initiative of the Government of Indonesia and was designed to increase GER and the quality of education. As I will note later, initially all *BOS* funding was administered through my Directorate – that is funding for MORA schools as well as MONE schools

3.2. My Roles as Deputy Director for Program/Planning

My current position is to oversee all JSE in Indonesia which consisted of approximately 24,000 schools in 2004 and which increased to 28,800 schools by the end of 2008. In the four year period between 2004 and 2008 there was a dramatic expansion in JSE and this is reflected in the increase in the number of schools. There are approximately 11,717,000 students currently enrolled throughout Indonesia's 33 provinces and there are about 600,000 teachers.

As a Deputy Director for Program, I have 70 staff with different expertise and backgrounds. In addition I am responsible for coordinating the work of 35 educational consultants who have strong educational backgrounds with expertise in areas such as information and communication technology (ICT), education planning, curriculum, monitoring and evaluation, school construction, and other areas related to the programs in JSE.

This brief overview of my roles and responsibilities is intended to demonstrate the complexity and challenges of my work. It also demonstrates the close links between my work and the research project. It also becomes apparent that my research project in education planning in a decentralizing system will contribute to improving the planning and management of JSE in Indonesia.

As a manager, I would like to manage my workplace more effectively. I often use the methodologies employed in this research project to improve planning and management practices in the DDJSE. After I plan I have to implement and manage these plans (act); I have to evaluate my actions and try to improve my workplace based on my research findings. I also encourage

feedback from my staff and staff based at provincial and district levels. (In Indonesia this is seen as very innovative.) That is why, at the same time, I have to be both an excellent manager and researcher. Despite the difficulties of being both a manager and a researcher, I can continually improve myself and the performance of my workplace.

As a researcher, this study will help me to improve my professional/technical ability to plan and manage programs under the DDJSE. With this research I will be able to improve my ability to plan, execute, coordinate and evaluate DDJSE programs under the decentralized education laws and regulations. In my workplace, the research can improve the capacity of the DDJSE in managing its programs more effectively and efficiently. This includes better planning, better implementation, better coordination and better evaluation of all the programs for which I am responsible. In addition, this research methodology is starting to spread to other levels and divisions of the MONE.

My work can be divided into two categories. First my official or routine work as Deputy Director and second, the ad hoc or special assignment that was given to me by the Minister of National Education or the Director General for Management of Primary and Secondary Education.

3.2.1. Routine Work: The Official Programs for which I am Responsible

Based on the MONE Decree number 14/2005, my tasks include collecting data and information related to JSE, developing programs, designing evaluation, reporting the implementation of program, and preparing materials for developing collaboration with other institutions such as the Ministry of National Development Plan (*Bappenas*) and Ministry of Finance (MOF) in terms of development of JSE. In carrying out these tasks, my position is supported by two sub-sections: the sub-section for planning and the sub section for evaluation and reporting. The following section provides an overview of routine programs.

Program 1: Developing standardized quality schools.

This program is intended to improve the quality of education in junior secondary schools. All MONE schools have been classified into three categories: very good, average and below average. Subsequently schools in the ‘very good’ were determined to be ‘international standard schools’ and the schools in the ‘average’ category were classified as ‘national standard’ schools. Under this program below average schools will be assisted for three years to develop into national standard schools. This program is financed by the central government with the amount of IDR 1 trillion (US\$ 100.million) annually. With this program, it is expected that the quality of JSE in Indonesia will improve over time.

Program 2: Achieving Nine Year Universal Basic Education Program

Achieving Nine Year Universal basic education by 2010 is a key strategic objective of the MONE. The program aims to provide the social and physical infrastructure so that this strategic objective can be met. The program is intended to accelerate the achievement of Nine Year Universal Basic Education consisting of six years of primary schooling plus three years of JSE. There are a number of different components to this program. Particular emphasis is placed on those districts and sub-districts that are educationally disadvantaged. Collaboration is an important element of the strategy with a number of different agencies and institutions involved including local governments, higher education institutions through their community service, non-government organizations involved in education, and civil servant wife associations at both national and local levels. The program is financed by central government with the amount of IDR 500 billion (USD 50 million) allocated annually. Other components of the program are funded by grants and loans from international agencies such as KFW (Debt SMP) and AusAID.

Program 3: Developing Student Activity Programs

The objective of this program is to support student activities in leadership, management, academic competitions (for example Olympiads). These competitions cover both academic subjects (science, mathematics, biology, languages, and computers) as well as non-academic subjects (sports, music, handicraft skills). The program also supports student leadership

activities, student organizations and exchanges. The government spends about IDR 300 billion (USD 33 million) annually on these programs.

Program 4: Decentralized Basic Education Project (DBEP)

The objective of this project is to increase poor children's participation in primary and junior secondary schools, transition from primary to junior secondary schools, completion rate and academic performance in Nine year's Compulsory Basic Education Program in the Provinces of *Bali, Nusa Tenggara Barat* (West *Nusa Tenggara*) and *Nusa Tenggara Timur* (East *Nusa Tenggara*). Thus, this project is not only for junior secondary schools but also for primary schools in those three provinces. The key project activities include the provision of financial support to the poor students, school capacity building (school rehabilitation, training for teachers and school principals, etc.), district education capacity building (human resources, institutional and system development), and monitoring and evaluation. This project is funded by an ADB Loan totaling USD 100 million over 5 years, from 2003 to 2008.

Program 5: Open Junior Secondary Schools (Open JSE) as an Alternative Program for Disadvantaged Children

The objective of this program is to provide alternative JSE for disadvantaged children aged 13-15 years. These students might be disadvantaged for the following reasons: poverty, time constraints, and geographic isolation making it difficult for them to be able to attend regular junior secondary schools (JSE). At present time there are 2500 Open Junior Secondary Schools (Open JSE) scattered throughout Indonesia with approximately 330,000 students. The activities of this program include individualized study and grouped study supported by self-learning packages (modules) provided by DDJSE (central government). The funds allocated by the central government to support this program was about IDR 300 billion (US\$ 30 million) annually.

Program 6: School Operational Fund (SOF/BOS) for the Improvement of Education Quality

The *BOS* Program was initiated in 2005 to provide some offset the increase in the fuel prices caused by the reduction in the gasoline subsidy. The increase in fuel prices had a negative impact on the poor's access to education as well as impeding the completion of the Nine-Year Universal

Basic Education Program. The *BOS* Program was initiated as a way to enhance community access, especially for students from poor or less well-off families to a quality education in the framework of facilitating the achievement of the nine-year compulsory basic education. In 2006 the *BOS* funding became a regular part of the education budget and not just a one-off response to the reduction in fuel subsidies.

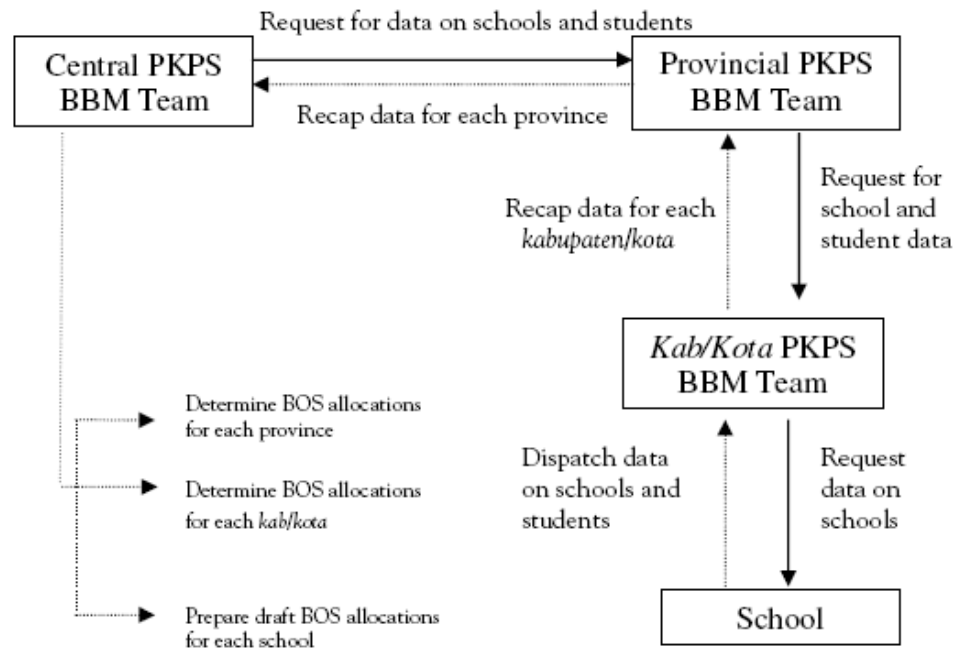
Through the *BOS* Program, the central government provides block grants to schools. Schools could use these funds for the school's operational needs, especially for non-personnel operational costs in accordance with the regulations that had been established in the program guidelines. The amount of funds to be received by schools was determined on a per capita with an allocation of IDR 235.000 (USD 23.5) per student per annum for primary schools and IDR 324.500 (USD 32.45) per student per annum for junior high schools. In 2008 the *BOS* fund, for which I was responsible, totaled IDR 3.24 trillion (USD 324 million).

One of the key assumptions of the *BOS* program was that enrolment data was reasonably accurate. As I will explain in Chapter 5 this was a real challenge. Schools were responsible for sending data about their school and students to the *BOS* District Task Force (*Kab/Kota PKPS BBM* Team) who then sent the data to the Provincial Task Force (*Provincial PKPS BBM* Team). The next step was the responsibility of the provincial task force to send the data to Central task force (*Central PKPS BBM* Team) at the DDJSE. Figure 7 outlines data collection process for the *BOS* program.

After data was collected at the Central level, the draft for *BOS* allocations for each province/district and each school was sent to the provincial task force. The funds were then distributed directly to the school.

Figure 6

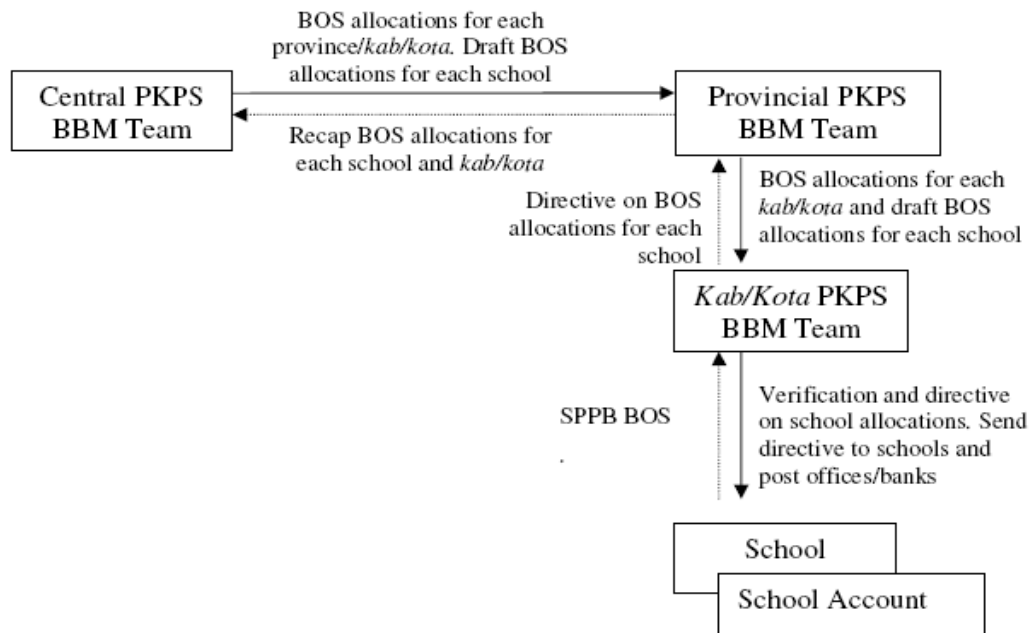
Flow Chart of the Data Collection on the Number of Students



Source : *BOS* guideline book; 2005, *PKPS BBM : Program Kompensasi Pengurangan Subsidi Bahan Bakar Minyak* (Compensation Program for Reduced Subsidies on Refined Fuel Oil)

At the district level, the task force for *BOS* conducted verification and directive on school allocations and sent to the schools and bank/ post office (Figure 8).

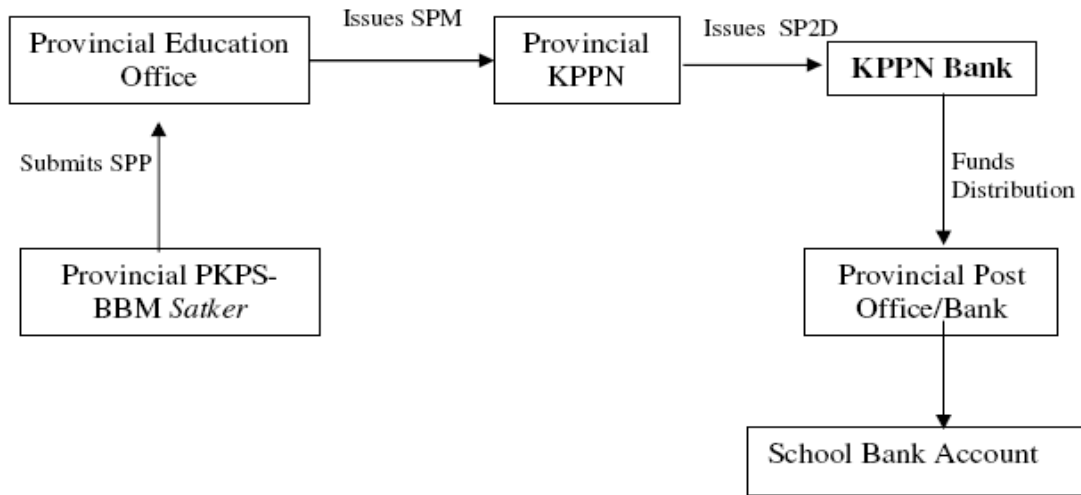
Figure 7
Flow Chart of Allocations and Selections



Source : SPPB BOS : *Surat Perjanjian Pemberian Bantuan BOS* (Agreement on Providing Subsidy from school to BOS task force at DEO)

Figure 9 illustrates how *BOS* funds were distributed. The funds were disbursed in one batch and transferred directly to each school's bank account. The management of the funds should be undertaken by and became the responsibility of the school principal and the appointed teacher/treasurer, and their utilization should be based on the school budget that had already been agreed by the school committee (Figure 8).

Figure 8
The Distribution Mechanism of *BOS* Funds



Source : The MONE, 2005

Schools that receive *BOS* are required to follow all the regulations that have been set by the program from the DDJSE, in regards to the way the funds are managed, the use of the funds, the accountability of the *BOS* funds received as well as monitoring and evaluation. Schools that are economically well-off and have an income larger than *BOS* funds are allowed to refuse *BOS*, if agreed to by the parents and school committee.

According to *BOS* program manual that was established by the DDJSE, *BOS* funds were supposed to be used for the following activities:

1. Funding all activities for the admission of new students: registration costs, forms duplication, administration costs of registration and test registration;
2. The purchase of textbooks and reference books for library collection;
3. The procurement of consumables: notebooks, chalk, pencils, lab materials, student registration books, inventory books, newspaper subscriptions, sugar, coffee, and tea for the school's daily needs;
4. The funding of student activities: remedial programs, enrichment programs, sports, art, youth academic/research initiative, scouts, youth red cross, and other similar activities;
5. The costs of daily tests, general tests, school exams and students' progress reports;

6. The development of the teaching profession: training, *KKG/MGMP* and *KKKS/MKKS*; *KKG* stands for *Kelompok Kerja Guru* (Classroom Teacher Working Group at Primary School), *MGMP* stands for *Musyawarah Guru Mata Pelajaran* (Subject Matter Teacher Working Group at Secondary School), *KKKS* stands for *Kelompok Kerja Kepala Sekolah* (School Principal Working Group at Primary School), and *MKKS* stands for *Musyawarah Kerja Kepala Sekolah* (School Principal Working Group at Secondary School).
7. The costs of school maintenance: painting, repairing leaking roofs, repairing doors and windows, repairing furniture and other maintenance;
8. Paying bills: electricity, water, telephone, including new installations if there is already a network in the school's vicinity;
9. The payment of honorariums to teachers and education staff who are not paid by the central or regional government; additional incentives for the welfare of civil service teachers are the full responsibility of regional governments;
10. The provision of assistance for the transportation costs of poor students;
11. Especially for salafiyah (traditional Islamic boarding schools that also adopt national curriculum) and non-Islamic religious schools, *BOS* funds can be used for the costs of dormitory and purchasing religious equipment;
12. Funding *BOS* management: stationery, duplication, correspondence, and reports preparation;
13. If the funding of all of the above components has already been fulfilled from *BOS* funds and there are still left over funds, these funds can be used to purchase visual aids equipment, study media, and school furniture.

The use of *BOS* funds for transportation and compensation for civil service teachers is permitted only in the context of conducting a school activity outside of compulsory teaching hours. The size/cost unit for these needs has to be within reasonable limits.

The *BOS* budget consumes the largest portion of the total budget in my Directorate. Consequently, the task force in the central level responsible for this work was chosen from the senior staff that had considerable experience in project. The data team was also recruited from amongst the staff who had strong background in data management. Nevertheless the size of these

teams was still low in comparison to the workload. For example, the data team consisted of just 30 people despite the fact that they were responsible for approximately 10 million students.

Table 8 shows the scale of the *BOS* program between 2005 and 2008 in terms of budget allocation and number of students. The decline in students and funds between 2006 and 2007-2008 should be noted. When *BOS* was introduced in 2005 my office was responsible for the entire program. In other words I was responsible for the operation of *BOS* in both MONE operated schools and MORA schools (Islamic schools or *Madrasah*). This system was subsequently changed and responsibility for students in Islamic schools was transferred to MORA.

Table 4
Budget Allocation for *BOS* (2005-2008)

| No | Year | Number of <i>BOS</i> Target (Students) | Budget Allocation (IDR) |
|----|------|---|----------------------------|
| 1 | 2005 | 10.740,259 | 1,742,605,400,250 |
| 2 | 2006 | 10,976,278 | 3,449,973,994,500 |
| 3 | 2007 | 8,852,030 | 3,133,618,620,000 |
| 4 | 2008 | 9,161,964 | 3,243,335,256,000 |

Source: DDJSE, MONE, 2008

The program started in 2005. By the end of December 2005, almost 99% of the *BOS* funds for the July-December 2005 period had been transferred to the school bank accounts of the *BOS* recipients. This achievement was a successful one given the fact that it was the first year of the *BOS* program.

The *BOS* Program that is currently funded by the central government is managed via the deconcentration mechanism. In this system, the central government delegates the program management to provincial governments. For that reason, the accountability, which is in the form of a final report, is only made by the provincial and Central *Satker* (Task Force). In the management of a program like this, the *kabupaten/kota* (district/ town) *satker* is responsible, to the provincial *satker* and then to the Central *Satker* or the MONE and MORA. Task forces were

formed at each level of education offices so as to promote collaboration in the delivery of the program. However the reporting lines were hierarchical. For example, the district task force would solely be responsible to report to the provincial task force and then it is the responsibility of the provincial task force to report to the central task force.

Program proposals are also submitted to the provincial and Central *Satker*. Since education is one of the responsibilities of the regions, the provincial and the *kabupaten/kota* governments also made budget allocations and programs in the education sector and several of them also provided operational assistance to schools.

Due to the length of the *BOS* program, including the mechanism of providing student data, the process of funds distribution and the reporting system, a task force at the central level was formed. My role in the *BOS* program is as the manager of the national task force that is overseeing the whole process from the student data collection from school until the funds are distributed to the school account. Another important role I have in the *BOS* program is to set up a monitoring and evaluation system for all of the institutions involved in the program.

Program 7: Access and Equity

The objective of this program to provide access and services to children aged 13-15 years who, for various reasons, do not receive adequate education services. This program is actually part of the larger umbrella program, the Nine Year Universal Basic Education Program. To achieve this objective, the following programs were delivered: constructing new school units, constructing new additional classrooms, and developing primary and JSE under one roof for the reasons of efficiency and geographical remoteness issues. The program is supported by foreign funds (combined loan and grant) from Germany (debt-swap program) and AusAID (Australia). The funds allocated to this program increase annually: IDR 1 trillion (USD 100 million) in 2004 and IDR 2.9 trillion (USD 290 million) in 2008. When the national target of 95% gross enrollment rate for junior secondary schools is achieved in 2008, the funds for this program will be reduced and shifted to improve the quality of both primary and junior secondary schools.

There are three components in this program:

1. construction of new schools (*USB*);
2. one roof elementary-junior secondary school (*SATAP*) and;
3. additional new class rooms (*RKB*).

The aim of the *USB* (new school) program is to accelerate the completion of NYU-BEP especially in areas which have a GER which is below the national average. This program is managed by providing a block grant to the school committee of targeted schools. The local community is represented by the school committee. The involvement of the local community is designed to improve the quality of the local school and to optimize budget usage. This acknowledgment of the role of community participation is also expected to improve the sense of belonging in the education process from the community.

Table 5 summarizes the activities of the *USB* program between 2004 when I commenced this project and 2008

Table 5
The Target for the Construction of New School Unit (2004-2008)

| No | Year | Number of <i>USB</i> Constructed (Schools) | Budget Allocation (IDR) |
|----|-------|---|----------------------------|
| 1. | 2004 | 246 | 206,221,290,135 |
| 2. | 2005 | 289 | 325,721,762,000 |
| 3. | 2006 | 464 | 603,200,000,000 |
| 4. | 2007 | 632 | 759,388,933,400 |
| 5. | 2008 | 500 | 650,000,000,000 |
| | Total | 2,131 | 2,544,531,985,535 |

Source: DDJSE, MONE, 2008.

The Australian Government funded AIPRD (Australian International Partnership for Reconstruction and Development) program runs in parallel with the *USB* activities funded by the Government of Indonesia. This program, which is managed through my office, has a total budget of AUD 355 million (USD 320 million) for the period 2006 - 2009. It is expected that 2,400 new schools (including MORA schools) will be constructed with these funds.

The aim of the *RKB* program (Construction of new classrooms) is to provide new classrooms to the existing schools that are classified as crowded. Like the *USB* program, the local community is involved in the delivery of this program. A grant is made to the school and the community is involved in the management of the funds.

In some instances the *RKB* program does not result in an increased GER as the new classrooms only manage to accommodate existing students. This is particularly the case in so called ‘double-shift schools’. That is students are divided into two shifts: a morning (7.00 am until 12.00 noon) and an afternoon (12.30pm until 5.30pm) , instead of the more regular one shift. Normally students spend one semester attending the morning shift and the next semester in the afternoon shift. While two shifts can accommodate the enrolled students there is little support for an afternoon shift. In addition to educational challenges, afternoon school is often disrupted during the rainy season by electrical outages and other difficulties. The construction of the new classrooms enables the school to become a one shift school. Table 6 outlines the number of classrooms constructed and the budget allocation for this construction for the period 2004-2008.

Table 6
The Result and Target of New Classroom Construction (*RKB*) from 2004-2008

| No | Year | Number of RKB Constructed (Classrooms) | Budget Allocation (IDR) |
|----|-------|---|----------------------------|
| 1. | 2004 | 8,532 | 337,960,000,000 |
| 2. | 2005 | 9,288 | 470,830,000,000 |
| 3. | 2006 | 13,675 | 752,455,000,000 |
| 4. | 2007 | 9,440 | 515,368,000,000 |
| 5. | 2008 | 11,069 | 675,825,000,000 |
| | Total | 52,004 | 2,752,428,000,000 |

Source; DDJSE, MONE, 2008.

The third component of the objective to increase the number of classrooms at junior secondary is One-Roof School (*SATAP*). In some remote districts it is neither cost effective nor feasible to construct either new schools or new classrooms in existing schools. In these cases my office has initiated a different program. A new junior secondary school is constructed at the local elementary school. Table 7 shows the number of One Roof Schools and the budget allocation for the period 2005 – 2008.

Table 7
The Result and Target for the Construction of One Roof School (*SATAP*)
from 2005-2008

| No | Year | Number of <i>SATAP</i> Constructed (Schools) | Budget Allocation (IDR) |
|----|-------|---|----------------------------|
| 1. | 2005 | 312 | 127,966,500,000 |
| 2. | 2006 | 749 | 255,600,000,000 |
| 3. | 2007 | 1,094 | 376,680,916,400 |
| 4. | 2008 | 760 | 347,650,000,000 |
| | Total | 2,915 | 1,107,897,416,400 |

Source: DDJSE, MONE, 2008.

This is a highly significant and highly visible project. Planning is an important part of the success of this project as is the on going coordination with donor agencies.

Program 8: Improving Teaching and Learning for JSE

The objective of this program is to improve the quality of teaching-learning activities for JSE. This objective is achieved through the following activities: curriculum innovation, teaching materials innovation, teaching-learning innovation (contextual teaching and learning), teaching mathematics and science in English and the use of ICT in teaching-learning process.

In addition to the above programs, my role also includes overseeing collaborative programs with foreign donors in the education sector. These collaborative programs include the Regional Education Development Improvement Program (REDIP) with the Japan International Cooperation Agency (JICA); the Debt-Swap Program from the Germany Government; the Dutch Trust Fund program in Basic Education Capacity Development in close association with the World Bank; the Australian-Indonesian Basic Education Program (AIBEP) from the Australian government through AusAID; the Best Practices Program undertaken with UNICEF and the Life Skills Program with the International Labor Organization (ILO). Almost all of the programs delivered in cooperation with international institutions are grant programs, except for ADB and AusAID/AIBEP which are funded by soft loans.

The successful implementation of the programs that I have described above involves close co-operation and collaboration with international and multilateral agencies as well as the Ministries of Finance, Home Affairs and Religious Affairs and individual members of parliament. The rapid expansion in educational provision, especially at the junior secondary level means that the scale of my work is large. In all I am responsible for planning for, managing and dispersing IDR 15.4 trillion (USD 1.54 billion). Dealing with such a range of agencies demands complicated coordination because each agency has special financial and reporting requirements. For example, I have to manage the work of around 10 international agencies that creates additional challenges and demands on my time. The demands of working with international consultants and domestic consultants is also enormously complex and time consuming because they are very diverse in expectations and understanding about education in Indonesia and each has its own management, reporting and financial arrangement.

3.2.2. Ad Hoc/Additional Programs and Activities

In addition to all of the above official tasks and roles, the most difficult and daunting task is that since 2004, I was appointed by the Minister of MONE as the National Secretary for the Completion of Nine Year's Compulsory Basic Education Program Task Force. During the course of this research project the Task Force was under pressure because of the Government of Indonesia's objective to achieve Nine Year Universal education by the end of 2008.

With limited government funds to serve approximately 2.1 million 13-15 year olds who had not yet been accommodated in JSE I worked passionately and diligently with the Nine year's Compulsory Basic Education Program team at the DDJSE to achieve the Government's objective. As National Secretary I had to keep track of the progress of the program nation wide day by day until the target was achieved. With the approaching deadline drawing very near, close coordination with the local governments was required to accelerate the progress. This involved road shows to all districts in order to obtain support from the mayors/district chiefs (*Bupati/walikota*) and leaders of the local communities.

My additional responsibilities also include establishing good coordination with related ministries such as MORA, MOHA, MOPW, MOF, MONDP, and Bureau of National Statistic. Besides

that, internally, I am involved in coordination across the DG under the MONE such as DGNFIE, Centre for Educational Statistics in MONE, and DGQITEP.

As well as performing routine work as DDP for the DDJSE, every year I have to plan, develop and propose programs for my DDJSE and send it to the Secretary General of MONE. From there, the Secretary General will go to the parliament in order to get approval because without the approval, the MOF will not fund the programs. When finally the approval is obtained from parliament, I have to go to the MOF to complete and provide necessary documents so that the money can be disbursed to my DDJSE to fund the proposed programs. This challenging process is complicated, difficult and time consuming.

In many cases, I have to be in four different cities in a week and sometimes I must be in three or four places in a day to do different tasks. One typical day might include, visiting the AusAID office to discuss the AIBEP (Australia Indonesia Basic Education Program) program in the morning, attending meetings with my Director at noon in his office, then following up the progress of the program with the *Bappenas* in their office, and at night giving opening remarks at a workshop in one of the provinces outside of Jakarta.

During the tsunami disaster that affected Aceh province in 2004, I was assigned for an education Taskforce called “Aceh Reconstruction and Recovery Taskforce”. My role at the taskforce was to assess the impact of the tsunami on education infrastructure, facilities, students, teachers and other aspects of education. The focus of initial activities was on emergency response.

3.2.3. The Challenges that I Faced

The impacts of decentralization on education performance are still inconclusive; some are positive and others are negative. This is consistent with Fiske (1996) finding that decentralization as a reform system has potential benefits and liabilities (see also Rondinelli, 1984 et al; Devas, 1997; Azfar et.al, 1999; Guess, 2005; Silver, 2003; Shah, 2004; and Dwiyanto, 2003). It has become apparent that decentralization aimed at correcting centralization contains the seeds of the next set of problems. The following are presented as some of the discernable challenges to be

confronted by the MONE in general and by the DDJSE in particular as a consequence of the impacts of decentralization on education performance in Indonesia.

The equity challenge

Decentralization has raised the prospect of further increases in inequity among the regions e.g. provinces and districts (BPS, Bappenas and UNDP, 2004). Inequity reflects the unfairness of distribution of educational resources, opportunities and/or outcomes across relevant categories such as province, district, income class, social class, ethnic group, sex and minority. Since decentralization of education has been enacted and adopted, inequity has become a crucial issue and challenge for the MONE. Ideally, decentralization should distribute educational resources and opportunities fairly, but in reality, disparity among the provinces and districts has become wider. The rich provinces and districts tend to be able to finance education better than the poorer ones.

The challenge is how to reduce inequity without lowering education performance of the rich regions. Innovative solutions must be sought in order to reduce inequity in education particularly due to poverty, geographic factors (isolated, scattered, remote, small islands, country borders) and unawareness of the importance of education in a certain community (MONE, 2007). If there are no appropriate alternative interventions from the central and regional governments, particularly to reach the ‘un-reached’, it is predicted that the education inequity will increase. This is a serious challenge that the MONE has to confront.

The challenge of district multiplication.

Since decentralization was launched in 1999, the number of districts has increased dramatically from about 300 to 490 districts in 2008. It is likely that there will be further increases in the future despite warnings from within government and political commentators. This increasing number of new districts has obviously resulted in an increase in the number of DEOs and requires more administrative work, more staff and consequently more funds are needed to run them, at least in the short term. This is consistent with the findings of Bray and Mukundan (2003) who argued that some decentralization initiatives have been found to increase costs because they demand more coordination and staffing (see also Rondinelli, 1984). In relation to

my job, the increasing number of districts certainly affects the complexity of management and planning of education, particularly in coordination and synchronization. While in some cases existing education staff are transferred to the new district, often there are new personnel who do not always have the necessary capacity. This poses real challenges for managers at the national level who are charged with improving access and quality of education in all districts in Indonesia.

The co-ordination challenge

Confusing lines of authority and responsibility for education has weakened the management of education. Five ministries are involved in education management: MONE, MORA, MOF, MOHA, and *Bappenas*. This multi-ministry authority and responsibility for education complicates effective coordination. Linkages across and among units of government are weak. There is often limited communication either vertically (across levels in the ministry) or horizontally (between units at the same level). Operations suffer from frequent mismatches between organizational charts and unit activities, jurisdictional ambiguities, redundant operations, slow or absent coordination, and conflicts between units over control of programs and resources. At the sub-national level governors, district chiefs or municipality majors have dominant powers in recruitment, placement, transfers, and terminations of province/district/municipality education office heads. In addition, there is often a loose relationship between the MONE and the province and district powerbrokers.

What is considered important by the MONE is not necessarily considered important at the local level. There can be tension between national and local priorities. One of the aims of decentralization was to increase participation and decision making therefore it is not surprising that districts exercise this power. Government Regulation 9/2003 gives governors and district chiefs almost absolute power to manage human resources in their areas. On one level this is understandable, however it makes it difficult when staff with little or no educational expertise are appointed to senior positions in district or provincial education offices. In addition, government policies regarding minimum service standards, school accreditation, quality assurance in education, and school performance evaluation require greater clarity

The challenge of developing local educational management capacity

Capacity can be defined as the ability to perform tasks and produce outputs, to define and solve problems and make informed choices. Capacity is also the ability of people, organizations and society as a whole to manage their affairs successfully (European Commission, 2005; UNDP, 1997). Capacity building is the process by which people and organizations create and strengthen their capacity over time. Supporting capacity building involves the inputs and processes that external actors, whether domestic or foreign, can deliver to catalyze or support capacity building or persons, an organization, or network of organizations (European Commission, 2005).

Decentralization is not going to be delivered smoothly unless it is supported by professional and well prepared local education managers. Authority and responsibility for managing education has now mostly shifted to local education managers. Obviously, local education managers have to have abilities to handle the authority and responsibilities shifted to them. Ironically, some local education managers do not have the knowledge and skills to do their jobs and they are mostly not well prepared to handle their jobs due to poor recruitment practices. Guess (2005) argues that lack of local technical and political capacities were found in his three comparative decentralization studies in Pakistan, Indonesia and the Philippines.

My research indicates that lack of capacity is real issue and that in Indonesia, recruitment of local education heads is in the hands of district chiefs or mayors. It has become apparent that many district education office heads are not from an education background and they do not have experience in education practices. Therefore, decentralization will not improve service quality and, in fact, will exacerbate the existing education problems unless there is an intervention from outside. Thus, interventions from the MONE are needed to prepare local education managers so that they are capable of doing their jobs. As noted, governors, district chiefs or town majors have the dominant power in hiring, placement, transfers, and terminations of province/district/town education offices heads. The problems caused by frequent changes in provincial and district education offices heads have delayed or even disrupted capacity building processes and rendered many earlier training initiatives redundant.

The regular changes in officials may not be a big problem as part of the bureaucratic system, but the placement of officials with no education background definitely disrupts the capacity building process. To some extent, this may even interrupt the planning process. Last but not least, the movement toward decentralization is very strong, but this movement to local management of education may only exacerbate the problems if local education managers do not have capacity to do the jobs. Thus, well prepared local education managers are required in order to be able to handle the planning and management of education, and this can be done through capacity building in the forms of training and workshops.

Recently, from its study, the World Bank (2008) has also found that the Indonesian's main challenge today is not a lack of financial resources but the need for effective and accountable institutions that can translate available resources into better development outcomes. For this reason, the World Bank (2008) suggests that investing in Indonesia's institutions should also be the focus of capacity building activities if decentralization of education is going to be successful.

The challenge of working with an incomplete and uncertain Legal Framework.

As I have indicated earlier Law 22/1999 on Local Autonomy commenced a radical decentralization process in Indonesia. The legal framework that was passed in 1999 and implemented in 2001 was rushed, ill-conceived, uncoordinated and resulted in uncertainty and duplicative actions. For example, the Government Regulations on Local Organizational Structures have been changed three times (2001, 2003, and 2007). The process of developing legal frameworks was largely shaped by bureaucrats, and subsequent discussions have mostly taken place at a technical level between government, research institutes, donors and non government organizations. The population as a whole has had little say in the process (*BPS, Bappenas, and UNDP, 2004*). This was contrary to the spirit of decentralization.

According to Law 20/2003 on the National Education System, Government Regulations were required. Currently there are only five Government Regulations, namely Government Regulation 19/2005 on National Education Standard; Government Regulation 47/2008 on Nine Year's Compulsory Basic Education Program; Government Regulation 38/2007 on Divisions of Obligatory Functions among Central, Province, and District Governments; Government

Regulation 48/2008 on Education Financing; and Law 14/2005 on Teachers and Lectures. Thus, the current decentralization of education is run on the basis of limited Government regulations and consequently, there have been multi-interpretations of education decentralization, and decisions in education are often based on politicized and personalized decision making rather than on professional basis. Thus, framing and implementing the additional government regulations and other relevant laws to manage and implement effective decentralization of education are required urgently.

The challenge of encouraging community Participation in Education

Since the decentralization of education was launched in 2001, one noticeable positive impact is a substantial increase in public participation in education. Although the Laws and Regulations made no specific allowance for public involvement in education, a number of professional education organizations, such as the National Teachers' Association and the Indonesian Educationist Association, have themselves taken initiatives to engage in education issues at the national and sub-national levels. For example both of the organizations mentioned above were influential in developing the new regulatory framework for teachers and lecturers. Boards of Education were established at the district and provincial level and while some are either inactive or have struggled to contribute many others have active community participation. Earlier in this chapter I referred to the role of school committees in some of the programs that I manage. School committees have enabled local school communities to actively participate at the grassroots. They have voices in the areas of management, planning, financing, delivering and monitoring education through a variety of ways such as advising, supporting, controlling and mediating the education institutions with community.

The challenge for MONE, and my office, is to increase the level of community participation in education and to provide guidance about how local communities can be more effective. Effective participation is not just about raising additional funds and acquiring more physical resources but also about the knowledge, skills and attitudes required to run decentralization of education. In addition, information is needed on a national basis to evaluate and improve this involvement.

The challenge of improving quality in a democracy

After the long years of authoritarian rule, decentralization has encouraged greater freedom and democracy, encouraged better human rights and consequently better human rights has encouraged more freedoms. In education as people can now demand rights they feel more powerful and assertive and hold governments more accountable. For example, as reported by a Team of Indonesia Human Development Report 2004 consisting *BPS, Bappenas* and UNDP (2004), teachers protested against the inadequacy of district education budgets and lack of participation of parents and community leaders on school boards. This is also a positive change. School based management has created more school autonomy, flexibility and opportunities for creativity in education. Dwiyanto (2003) found that decentralization has encouraged local initiatives from governments and communities. For example, the District of *Bantul* in *Jogjakarta* Province and District of *Balikpapan* in East *Kalimantan* Province require that district staff, teachers, and school principals have to have a masters degree. In other regions the merit pay system, free education, student scholarships, twelve year's compulsory education (in District of *Jembrana* in *Bali* Province and in *Sumbawa Barat* in West *Nusa Tenggara* Province) and performance based budgeting in the District of *Takalar* in South *Sulawesi* Province have been introduced.

However, improved democratic participation does not necessarily result in improved educational performance. This is a challenging issue that the MONE has to confront because if improved democracy does not contribute to the improvement of education performance, then further questions might be asked: what is democracy for and is it necessary to have democracy if it is only a cost and brings no financial benefit and does not contribute to the improvement of education performance? The debate may go on, but one needs to note that all education efforts must yield more benefits than the costs.

My research confronts and sheds light on many of those challenges as will be outlined in Chapter IV. More specifically, my research contributes to the improvement of planning practices in the DDJSE and the outcomes of my research offer planning guidelines and, hence, possible solutions to these challenges in a complex decentralizing education system.

3.3. Educational Planning

3.3.1. The Purpose of Education Planning

Planning involves knowing where you are going. Not having an objective means that any route will take you to a destination (Stettinius 2005). This statement reminds education planners that clear strategic objectives are critical for the improving educational access and quality. Effective planning also reduces risks (Davis, 1980). At the same time education is often a political battlefield and individual ministers of education can have their own agenda. Psacharopoulos (1980), claims that no matter what the political aims of the minister, it has been a custom for most countries to have an educational plan. This plan is usually prepared by a domestic team of experts, sometimes using consultants from abroad. Daggett (1984) emphasizes the importance of effective plans if improvement is to occur. Lewis (1983) even proposed that successful education administrators or organizational leaders must understand the concept and the process of educational planning. In Indonesia, all government sectors including education sector are required to do planning. It is mandated. The publication of the Law 25/2004 on System of National Development Plan clearly states that all levels of government have to produce plans. The implementation of this Law is further detailed in the Government Regulation 21/2004 on the Development of Planning and Budgeting for all Government Ministries. At the same time planning is easier to achieve when there is a stable environment O'Connor (1981). As I have shown in Chapters II and III, Indonesia has experienced significant change in the past ten years. Obviously this makes educational planning more difficult and more important.

The main purpose of education planning is to ensure that the pre-determined change or objective of education is achieved with high certainty and least risk. The Law 25/2004 on System of National Development Plan, Article 2 verse 2 states that the purposes of planning are: (a) to support coordination among actors of national development; (b) to ensure integration, synchronization, and synergy between local governments, between space and time, and between functions of central and local governments; (c) to ensure the link and consistency among planning, budgeting, implementation, and supervision; (d) to optimize community/society participation; and (e) to ensure the achievement of the use of resources effectively, efficiently, justifiably and sustainably. In Indonesia educational planning has three key objectives: to increase access and equity, to improve quality, and to strengthen governance (MONE, 2007).

3.3.2. Approaches to Education Planning

Indonesian development planning has been mandated by Law 25, 2004 on System of National Development Plan. Article 3 (3) stipulates that every entity must have long range plan, middle range plan, and annual plan. While almost everyone agrees with the idea of educational planning, developing a common understanding and consistent approach is more difficult. This difficulty is demonstrated by the different approaches that are discussed below. The Santiago Declaration in 1962 (Franco, 1967, p .9) on Education Planning defines education planning as;

a systematic and continuous process covering implementation, coordination, social research methods, principles and techniques of education, administration, economic, and finance through participation and community support to education, with objectives and steps formulated in a manner to provide an opportunity to every person to develop their potential, in order to contribute effectively to the social, cultural, and economic development of their country.

However this definition is very broad and for practitioners is not particularly useful. Beeby (1967, p. 10) provides a tighter definition:

education planning as future activities in determining policy, priority, and finance for education system realistically adapted to economic and social realities of a country to develop the potency of the education system to fulfill the needs of students and the community served by the education system.

Beeby's definition also has weaknesses. For example, Beeby sees education planning as future activities in determining policy. In my opinion, policy determines plans and not vice versa. The focus for Coombs (1970, p.10) is the educational needs of students and the community.

education planning, in broad sense, is the application of rational and systematic analysis in the process of developing education with the intention to effectively and efficiently fulfill the needs and education objectives of students and the community.

While this is consistent with the Indonesia's broad decentralization policy it raises other difficulties. For example who determines the needs of the community? The key difficulties are with the implementation of the planning process. Radford (1980) places emphasis on developing different scenarios and then prioritizing amongst these possible scenarios:

Planning... is broken down into the following three components: (a) visualizing possible future situations in which the organization concerned might be involved; (b) placing these situation in an order of preference relative to the objectives of the organization; and (c) considering ways in which the most preferred of the future situations considered can be brought about and the least preferred avoided.

Radford's definition of planning is fine but it makes a number of assumptions including a clear understanding of the current situation and a capacity on the part of the planners to develop realistic scenarios. Both of these assumptions are difficult to achieve in Indonesia. Both Hughes (2007) and Hamilton (1987) claim that educational planning is a road map for your trip. With map in hand, you plot the shortest distance over the best roads to reach your destination: the goals and objective you set. Without knowing where we are going, it is unlikely that we will get there. Without planning, the operational and functional performance of the educational institution will be less than optimal and the overall objectives will be difficult to achieve.

For Hughes and Hamilton education planning is an organized thought process participated in by stakeholders in a certain education institution.

Planning implies chalking out a direction for future actions to achieve pre-determined objectives through the optimum use of available resources and to work out the phase-wise implementation of the program in specific time space setting.

Franco (1994) in 'The Why, What, Impact of Planning' outlines a very useful basic set of ideas and concepts about planning. Planning has to do with change: recognizing it, manipulating it, engineering it and the making things happen. Planning allows managers to take action, to plot activities step by step with each step specifying the output or key result desired, the responsible person, the time frame, the budget required and the possible risks or problem to be met along the way. This is a practice based approach to planning.

Allison and Kaye (2005) divides planning into four types: long-range planning, strategic planning, operational planning, and business planning. Strategic planning is the closest type of planning to my research project because my research deals with future five year plan. Allison and Kaye suggest that strategic planning is a "systematic process through which an organization agrees... and builds commitment among key stakeholders to – priorities that are essential to its

mission and are responsive to the environment. Strategic planning guides the acquisition and allocation of resources to achieve these priorities” (Kaye, 2005). They further identify several key concepts of strategic planning as follows: (1) the process is strategic because it involves choosing how best to respond to the circumstances of a dynamic and sometimes hostile environment, (2) strategic planning is systematic in that it calls for following a process that is both structured and data based, (3) strategic planning involves choosing specific priorities, (4) the process is about building commitment, and (5) strategic planning guides the acquisition and allocation of resources. It is also another useful definition of planning, but again, for implementation it requires careful consideration of the local, Indonesian environment.

Rational Planning Model

The rational planning or deductive planning model has dominated discussions. This model approach to decision making begins with goals and then moves to the development of policies, programs and the particular actions that are required to achieve those goals. The fundamental assumption of the rational planning model is that in the fragmented, shared power settings that characterize many public and non-profit organizations, networks, and communities, there would be a consensus on goals, policies, programs, and actions necessary to achieve organizational aims (Bryson, 2004).

Although the rational planning model appears straight forward it has weaknesses. First, as claimed by UNESCO (1999), the results of this model did not fulfill the expectations it had aroused. Often there seemed to be a disconnect between the model and the reality of practice. Moreover, it led to several kinds of in-balances especially between the centre and the rest of the country. Benefits of development, by and large, remained outside the reach of weaker sections of society. Second, the rational planning model could not take detailed field conditions into account. Third, its top-down approach meant that it did not involve local staff who often had detailed knowledge about local conditions.

For Indonesia, this model is problematic. While this model may be appropriate in a highly centralized context, it is unsuited to a decentralizing context in which decision making is supposed to be shifted from the centre to the local level. As I have outlined despite

decentralization education in Indonesia is supposed to achieve national objectives. There is a role for the centre in achieving these objectives. In Indonesia, education planning must be done interactively among layers of education bureaucracy among central and provinces, province and districts, district and schools. This model does not adequately incorporate the interaction between national and sub-national levels. It also does not provide guidance about how conflict in these interactions can be resolved.

Political Decision - Making Model

In contrast to the rational planning model, Bryson (2004) outlines what he called a political decision-making model of education planning. Basically, this model is inductive, not deductive. It begins with issues involving conflicts. The conflicts may stem from the ends, means, timing, location, political advantage, reasons for change or philosophy and values. As efforts proceed to resolve these conflicts and learn how to move ahead, policies and programs emerge that address the issues and that are politically rational. That is, they are politically acceptable to involved or affected parties.

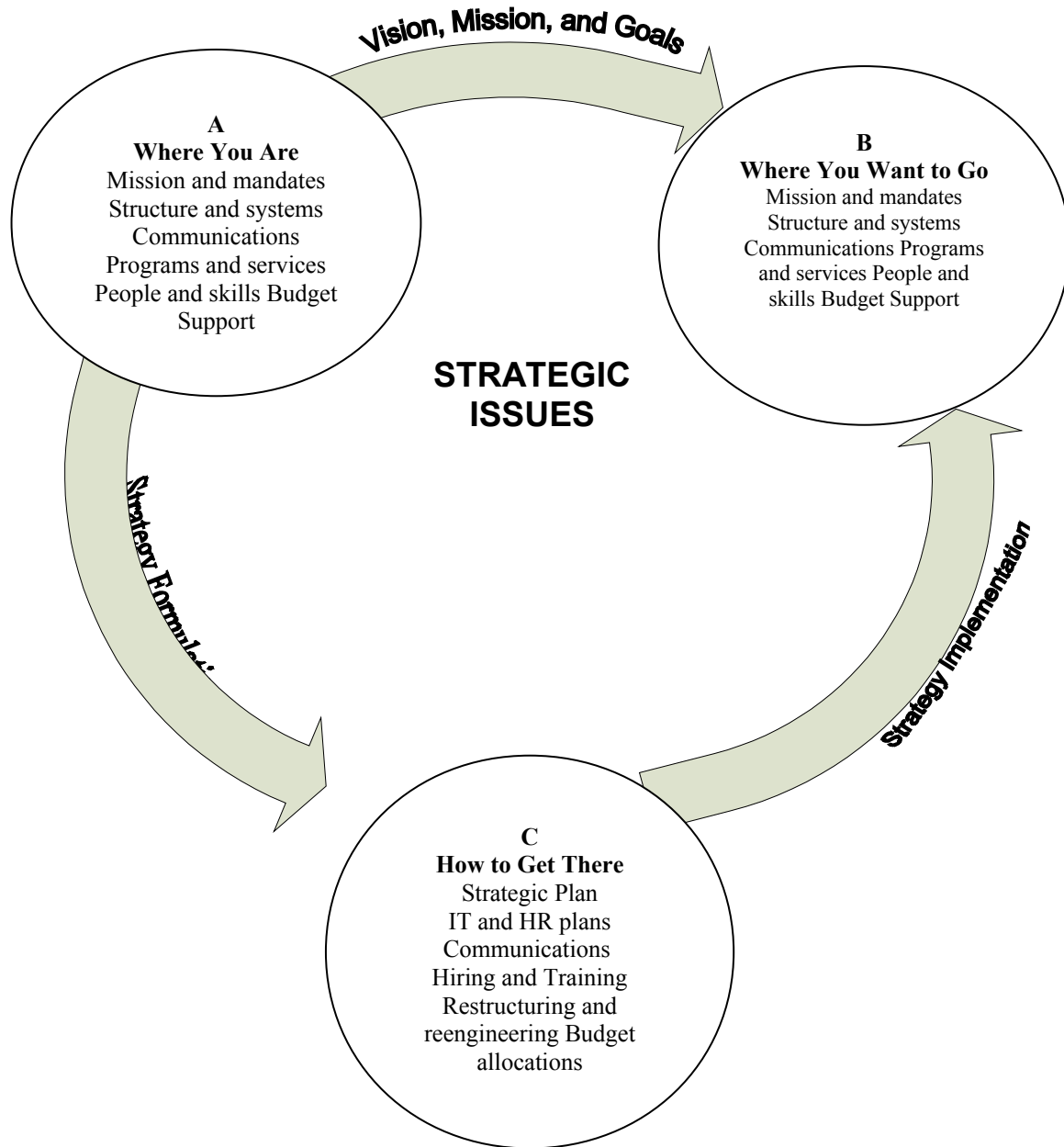
According to Bryson (2004), the inductive planning model has several advantages. First, inductive planning will generate community participation, and therefore, educational plans can become more feasible for implementation as compared to a deductive planning approach. Second, inductive educational plans are more sensitive and hence more responsive to the local needs and problems of the people. Third, the political decision making model can help local people who are in control of affairs to reconsider, recast and amend plans in the light of rapidly changing circumstances in the socio-cultural, political and economic circumstances of the community which is served. Fourth, the inductive planning model enables local management and implementing machinery to focus on the specific and varied needs of even smaller sections of the community. Fifth, the inductive planning model can further ensure the immediacy required between planning and its implementation. Sixth, in the context of inductive education planning, when people interact with each other, it often leads towards a sense of oneness and homogeneity. Seventh, inductive education planning can lead to the mobilization of the already existing

resources and generation of new local resources to an optimum extent. Those advantages suggest that inductive educational planning be adopted by DDJSE.

However, although Indonesia is decentralizing, it still has a national education system and therefore, pure inductive planning (political decision-making model) is less appropriate for Indonesia. Bryson (2004) suggested that it was better to use the political decision-making model to work out consensual agreement on what programs and policies will best resolve key issues of JSE. Then the rational planning model could be used to recast that consensus in the form of goals, policies, programs, and actions. Thus, interaction between the political decision-making model and rational-deductive education planning is required in order to sort out and address inconsistencies embedded in the Indonesian political consensus.

Figure 9 below shows the dimensions of the strategic planning process. This model has been useful in my work in JSE in Indonesia. This model could be enhanced if it included an evaluation element

Figure 9
The ABCS of Strategic Planning Process



Source : Bryson (2004)

Kaufman (1972) suggests that education planning, depending on the types, levels, and problems to be addressed, can be categorized into three approaches i.e. social demand, manpower, and rate of return approaches.

Social Demand Approach

If the planning objective is to serve community demand for education, then the demand approach is the most appropriate. Community demand for education may be categorized into equity and quality (Kaufman, 1972).

Equity reflects the fairness of distribution of educational resources, opportunities and/or outcomes across relevant categories such as province, region, district, income class, social class, ethnic group, sex, minority, etc. Since the decentralization of education has been enacted and adopted, equity becomes a crucial issue and a challenge. Ideally, decentralization will distribute educational resources and opportunities fairly, but in reality disparity among the districts becomes wider. Being aware of this issue and challenge, the government intervened in the disadvantaged provinces and districts.

Quality or improvement of education is defined as the educational value that is added by the education system. That value, the acquisition of knowledge, skill, and dispositions, is achieved through the education process. Thus, improving the quality of the education system is one of the high priorities. However, it becomes problematic at the implementation level.

Manpower Approach

Kaufman (1972) suggests that if the objective of education planning is to increase relevance between education supply and manpower demand, that is to close the gap between education supply and labor demand from the world of work, then manpower approach is the most appropriate one. In education, the term relevance reflects the extent to which the education system contributes economically to the national development process. Particular emphasis is placed on efforts to make the curriculum relevant to national economic development by the introduction of local and national components so that graduates of Indonesian schools can be more effective contributors to national development within the local world of work context.

Rate of Return Approach

According to Coombs (1970), if the objective of education planning is to increase education efficiency, then rate of return approach is the most appropriate. Basically, this approach tries to achieve a rate of return from education investment by comparing the benefits and costs. Hopefully, the benefit will exceed the cost. More specifically, efficiency means getting the most from the system given the resources used. Efficiency can be further differentiated into internal and external efficiency. Internal efficiency refers to the relationship between achievement of educational objectives and resources used. External efficiency puts the notion of efficiency in a broader social context, and refers, for example, to the highest economic return on the resources used in the education sector after graduates enter the labor force.

Kaufman's approaches to educational planning are relevant and significant to my study and my position, particularly the social demand approach. My study is on improving planning for JSE and my job is also on planning for JSE. Thus, the social demand approach is appropriate for my study and my job because my DDJSE is responsible for Nine year's Compulsory Basic Education Program which deals with community demand in education. On the other hand the rate of return is more appropriate for ad hoc projects where there is a cost benefit analysis which is more feasible and realistic. Also it probably has more relevance to vocational-technical education and higher education.

3.3.3. Education Planning Processes in Indonesia

In the era of centralized government, the planning process was basically top-down although there was room for integration between central and local plans. The central government defined the direction of the national educational plan in terms of what needed to be done, who needed to do it, when and how it would be done. The provinces and districts were supposed to follow these directions with little room for negotiation.

The mechanism of education planning is based on annual education plans derived from the education strategic plan. This strategic plan is, in turn, derived from a long range plan - 25 years. Before producing an annual plan, each Directorate determines its objectives to be achieved and the priority for each activity. The next step is to identify problems and challenges to be

encountered when trying to achieve the determined objectives. In identifying anticipated problems and challenges, a variety of means can be used such as : studying intensively the results of monitoring and evaluation of last year's programs and activities, coordination and synchronization meetings, reviewing data and information and mapping programs and activities for the next year.

All data and information are collected and analyzed to determine the alternative solutions to the identified problems. In the case of planning for JSE, a key focus is those 13-15 year old who do not attend schools. This is related to our objective of increasing the GER. The profile of this group is analyzed in order to determine appropriate responses. For example, the response for geographical isolated young people would be different to those who are not enrolled because their parents cannot afford to send their children to school.

Another important role of the DDJSE is to undertake quality mapping for junior secondary schools throughout Indonesia. This quality mapping is based on several aspects. One of them is the pass rate statistics of the national examinations. Although some people disagree with this national examination measure, due to the infidelity of its implementation, but this national examination is the only available universal measure at this time. The government is now assigning the National Education Standard Agency (*BSNP* for Indonesian short term) to set out quality assurance and the National Education Accreditation Standards Office (*BAN S/M* for Indonesian short term) to evaluate the quality of schools throughout the country.

Capacity building for education managers at provincial, district, and school levels is a third priority area. In this era of autonomy, most authorities and responsibilities are devolved to them and therefore they need to be well prepared to do their jobs. The tasks of the central government are to provide standards/criteria, norms, directions and guidance that can be used to implement and evaluate education strategies and practices.

At the school level, school based management (SBM) has been applied since 1999 to provide more authority and responsibility to the schools in order to be able to develop their schools with confidence and high accountability to the public. For this reason, they should be well prepared in

order to have the capacity to plan, manage, finance, and deliver education in their schools effectively and efficiently. The schools, particularly school principals, should be well prepared in order to be able to manage and lead their schools by applying good governance: transparency, accountability, professionalism, predictability and compliance. Due to the increased authority and responsibility of schools, the roles and functions of the school committee need to be enhanced in order to better contribute to school development. My DDJSE is currently facilitating some assistance and a block grant program for schools to improve access and quality of education based on locally developed proposals.

Long term planning addresses issues more general and broader in nature. It is undertaken so that it can be used as a main guide for the development of formal, informal and non formal education. The plans and programs described in this planning process are still very generic in nature and lacking in detail, especially concerning annual programs and activities.

In Indonesia, mid-term planning is for a period of five years. It addresses the goals and objectives to be accomplished in five years, the problems and challenges to be faced, and the policies and strategies required to achieve those goals and objectives. In reality, strategic planning is based on yearly planning in the form of an annual plan, which is based on the priority scale of activities and current financial state.

The annual planning cycle is usually started by coordinating and synchronizing the central, provincial, and district/municipality offices meetings held in the MONE during May. Before autonomy, local government just implemented and followed the direction and guidance from the central level. Now coordination and synchronization are undertaken in order to clarify the policies from the centre in implementing educational practice in every region. However, as noted the central level cannot directly instruct or give directions to local government.

After the coordination and synchronization meetings, the cycle goes further to define the priority programs and activities based on the current financial allocation from the GOI. This determination is based on three pillars of educational policy, which includes expanding the access to education, the improvement of quality and relevance of education, and the

improvement of management, accountability and public image. The government's policy to improve access to education at the junior secondary level is directed towards the critical mass of Indonesian citizens, so that every citizen will complete their education at least at JSE. This policy undertaken by the government uses a social demand approach. This approach is used so that no more illiteracy will exist in Indonesia.

The annual educational planning mechanism is also used for distributing funding responsibilities. This is done because regional capacity varies a lot. Those regions with high gross regional income typically do not receive additional funding from the centre. However regions with low incomes require additional funding from the national government in order to meet the properly provide basic education – primary plus three years of junior secondary.

The annual planning mechanism is also supposed to agree on targets to be achieved in order to accomplish the educational development indicators, both at the central and regional level. Even though they are allowed to autonomously determine their implementation policies, each region should adhere to key indicators set centrally, which are considered as the parameters for national educational development.

3.3.4. Conditions Required for Success in Educational Planning

Considerable attention has been given to identifying the conditions that promote successful educational planning. For example, Ruscoe (1969) stated that conventionally, legal, staffing and technical conditions are seen as necessary conditions for successful educational planning. He identified ten conditions for successful planning. First, political commitment to educational planning must include both commitment to establish planning offices and commitment to support planning activities. Second, educational planners must know what are their responsibilities and rights, and legal descriptions of planning positions are not sufficient. Third, rigorous but not rigid distinctions must be made between political, technical and administrative areas of educational planning. Fourth, greater attention must be given to diffusing the power to make political and technical decisions. Fifth, greater attention must be given to the development of clear educational policies and priorities. Sixth, a central task of educational planners must be the development of clear technical alternatives as means of attaining given politico-educational aims. Seventh, as a

corollary, an attempt must be made to reduce the politicization of knowledge prevalent in many countries. Eighth, greater effort must be made to assess public opinion on the future development and direction of education and to elicit public support for the making and carrying-out of educational plans. Ninth, educational administrators must more actively support the changes implied in education planning. Tenth, where considerable portions of the educational system are not under the direct control of the government, greater effort must be made to establish mutually beneficial coordination between government and private and university educational authorities.

The ten conditions identified by Ruscoe are comprehensive and I found them a useful guide for my work. However these ten conditions are not sufficient for success in educational planning. As they were developed some time ago they do not include any reference to the role that information technology can play in the planning process. Moreover the conditions are goals and often achieving these goals is difficult. For example the tenth condition refers to the importance of co-ordination. Co-ordination and collaboration has become even more important in the decentralized era. But achieving this is a real challenge.

The importance of information for educational planning is stressed by Psacharopoulos (1980). He claims that if educational planning is to be successful, information (data quality) is an essential condition for the success of educational planning and policy. He further claims that if an educational planner would like to apply the social-demand approach to educational planning and it is appropriate for JSE in Indonesia, the planner has to have the following pieces of information: past demographic trends and projection of the number of births; figures for enrolment by individual; internal migrations of the school-age population; and student aspiration by region, socio-economic group and household composition.

Oakes (1986) uses educational indicators instead of educational information for educational planning. For her, an educational indicator is defined as a statistic about the educational system that reveals something about its performance or health. For a statistic to be an indicator, it must have a standard against which it can be judged. She further divides educational indicator into two types, single statistics and composite statistics. Single statistics provide readings about the educational system. Examples include class size or number of schools using microcomputers.

Composite statistics such as pupil/teacher ratio provide information about relationships. She strongly suggests that educational indicators must be developed and used as a guide for educational planners and policymakers. Her ideas on educational indicators are useful for educational planners and policy makers and have informed my practice

Stettinious (2005) argue that planning requires people with capacity and they claim that getting the right people is the cornerstone of planning and of the executing strategy. UNDP (1997) defines human capacity as the ability of individuals to perform functions effectively, efficiently, and sustainably. The expertise of educational planners at both PEOs and DEOs are crucial issues right now be. Many of them have been appointed without the required technical competence in educational planning. This is made worse by the frequent changes of planning staff. Even within the DDJSE itself there is a shortage of staff who have expertise and experience with educational planning. Thus, continuous capacity building for education planners at the DDJSE, PEO and DEO are needed on the basis of demand driven and capacity assessment, and this can be done through training and workshops.

Good educational planning also requires strong coordination horizontally among the MONE, MORA, MOHA, and MOF, MONDP as well as vertically among the three tiers of education bureaucracy i.e. MONE, PEO and DEO. The crucial issue as cited before, in the area of shared responsibility such as education services and policies of various levels of government is typically uncoordinated (Shah and Thompson, 2004). It is unlikely that good educational planning will be achieved unless MONE develops more effective mechanisms that promote good coordination among the key actors.

There is substantial literature claiming that good educational planning requires strong monitoring and evaluation (see Asian Development Bank, 2006; World Bank, 2004; UNESCO, 1993). This claim is very acceptable because in any project, the cycle is always plan, implement, evaluate, reflect and revise the next plan. The reality of using the result of monitoring and evaluation for improving educational planning is not always convincing in Indonesia. Many PEOs and DEOs do not follow up the results of monitoring and evaluation and DDJSE could not enforce sanction

against the PEOs and DEOs if they did not abide by the agreement. It is up to the local governments to intervene to enforce the sanctions.

Last but not least, successful educational planning must always require a good education management information system (EMIS). EMIS has been considered as an important part of education planning because of its ability to provide fast, accurate, objective and reliable data. As UNESCO (1986) stated the setting of future development of educational activities will be to a large extent aided by better supporting mechanism for the supply of information for educational planning and decision making. In the words of K.C. Tung (2003), EMIS refers to a system for processing information for the management of education resources and services. Wako (2003) defines EMIS as a system designed to systematically organize information related to the management of educational development. Wako (2003) further defines EMIS in the context of decentralization as follows. Decentralized EMIS is a share of authority, responsibility, accountability of data collection, processing, analysis, publication, distribution, reporting and dissemination of information to lower levels of administrative units. He further proposes that EMIS steps required to get the data from the field, process it and take the results back to users are as follows: data collection, data processing, data analysis, reporting, publication accountability, and dissemination and application feedback. These EMIS steps are relevant to my work as a researcher and as a planning manager.

Applying EMIS is not without challenges; it is realized that a more efficient and coordinated form of management of information on education is needed (UNESCO, 1986; Wako, 2003). There are four challenges for the effective implementation of EMIS. First, how to enhance the level of user awareness among planners, decision-makers, researchers, experts, decision support systems, and administrators in the three-tiers of education bureaucracy (MONE, PEO, and DEO). Second, self-initiated learning of those who are responsible for EMIS is lacking and the challenge is how to enhance self-initiated learning from them. Third, personnel shortages, overrating the capacity of EMIS, and the need for continuous training are additional challenges. Fourth, developing comprehensive EMIS components and utilizing them is another challenge. EMIS components to be developed include, among other things, hardware and software, programs, data, people, and procedures (Kroenke, 1992). Utilizing EMIS for decision making

and planning requires both technical expertise and more importantly change of mind sets at all levels of education in Indonesia.

Chapter III has described the strategic directions of the MONE and the new roles and organizational structure of the Ministry in the era of decentralization. The key priority is Nine Years Basic Education. The Directorate of Junior Secondary Education has a key role to play in achieving this strategic priority by improving access and quality at the junior secondary level. The Chapter has also outlined my role in this critical education mission. As the Deputy Director for Program Development, I have the responsibility for increasing and improving the physical infrastructure of education. I have also had a role in developing and managing a number of different programs aimed at increasing the GER. While Chapter III provided the context of education and my role, Chapter IV will outline the action that I took, within this complex environment to improve planning processes so that the strategic objective could be achieved.

CHAPTER IV

THE CHALLENGES OF IMPROVING EDUCATION PLANNING

Introduction

This chapter of the exegesis attempts to capture the dynamic reality of the project. It also reveals the tensions that I experienced as I attempted to improve the management of Junior Secondary Education in Indonesia. As indicated earlier during the course of this research project I had two key roles in the management of education. Initially I was the Deputy Director for Program Development and since May 2008 I have been the Director of Development Junior Secondary Education (DDJSE). So I have been both a researcher and a senior manager. At times these two roles complemented each other. At other times it was difficult to reconcile these two roles. My workplace in the MONE is dynamic and complex whereas during the course of this research project the academic work was a little more static.

The complex and dynamic educational context in which I work shaped the project. The overall objective of the project was to improve educational management practice in order to improve educational outcomes in Indonesia. I am responsible for eight programs. As I have already explained in Chapter 4 in order to sharpen the focus of study and to provide a greater insight into the challenges and complexities of the Indonesian education system I decided to focus on the two key programs for which I am responsible: the School Operational Fund (*BOS - Bantuan Operasional Sekolah*) Program and the donor funded Access and Equity Program. These two programs form the core of this chapter although other elements will be referred to where appropriate.

This chapter, the story of the project, is organized into three stages. Stage 1 explores the key issues and problems in education planning. In Stage 1, I consulted with a range of key participants at the National, Provincial and District level. The data that these participants provided was based on their experiences of educational decentralization from 2001 to 2004 when this research project commenced. In this period (2001-2004) decentralization was just getting

underway, the legal and regulatory framework was being developed and there was considerable confusion about the management of education.

Stage 2 explores ways to respond to the issues that were identified in Stage 1. These problems and issues can be classified into four broad categories based on the analysis of themes from the respondents: capacity building; quality of data and communications; co-ordination and synchronization and monitoring and evaluation. Given these problems, the aim of Stage 2 was to improve capacity building, the quality of data, co-ordination and synchronization, and the monitoring and evaluation system. Whatever activities are undertaken the strategic objective of these activities is to improve access and quality of JSE in Indonesia. In my office we refer to a mechanism as a method used to achieve these objectives. A new mechanism in this section refers to alternative ways of executing the program. An improved strategic approach is one that is more practical, efficient, effective, and accountable than the existing procedure. One example of an improved mechanism is the development of a new data management system for the programs in DDJSE.

While Stage 2 emphasized the process of developing a new mechanism, in Stage 3 I turned my attention to implementation. Once again the *BOS* and Access and Equity programs are the centre of attention. As outlined in Chapter 2, an action learning/action research approach was adopted during this project. Consistent with this approach of a continuous cycle of learning and improvement, the improvement of the mechanism was also an intention of this stage. In this stage, the access and equity and quality of JSE are also presented. The analysis from the results and findings from actions undertaken in stage 3 will be documented as a framework to develop the planning guidelines, which can be seen in the accompanying Portfolio (see Product 1.)

Even though the context of *BOS* and Access and Equity program were used to focus and inform the research in Stages 1, 2 and 3, at the end of the study, a set of guidelines about educational planning at the DDJSE was produced. It is intended that these guidelines will be used after the study, not just in the Directorate of Junior Secondary Education, but more broadly within the Indonesian MONE.

4.1 Stage 1: Exploring the Key Issues and Problems in Education Planning (October 2004 to October 2005)

4.1.1. Intentions

The original intention of Stage 1 of this project was to investigate the reality of education management since decentralization began with a ‘Big Bang’ in 2001. It was a broad intention covering all aspects of management: planning, organizing, actuating, coordinating, monitoring and evaluation. Moreover it was an ambitious objective given the complexities of decentralization and Indonesia’s ethnic, geographical, socio-economic and culture diversity. It became apparent during the course of Stage 1 that this objective was too ambitious.

The intentions and plan of action that I formed in the early stages of the project were significantly affected by the tsunami that devastated Aceh on 26 December 2004. After the tsunami, the Bappenas (Board of National Planning) Minister appointed me as one of the members of the Aceh Reconstruction and Recovery Taskforce. There were several different Taskforces each responsible for different aspects of government service. I was on the education Taskforce with particular responsibilities for junior secondary education. The role of the taskforce was to assess the impact of the tsunami on education infrastructure, facilities, students, teachers and other aspects of education. The focus of initial activities was on emergency response. Later, the attention of the Taskforce turned to recovery and reconstruction. In the months after the tsunami I spent a considerable amount of time in Aceh fulfilling my role on both Taskforces. Although my research project was pushed aside the strategic objective of ensuring access and quality of education continued.

4.1.2. Actions and Observations

Exploring the existing condition of educational planning was quite challenging work for me as a researcher and as a practitioner. I decided to use Bryson and Alston’s (2005) model of the strategic planning process. The model suggested that the first step in strategic planning is to know the readiness assessment or as it is called “plan the plan process”. The ‘plan the plan process’ begins with the asking of some simple questions such as: what, who, when, and why. In

the context of exploring educational planning in decentralized era I added two other questions: where and when.

The first question was “what” to explore in educational planning. When it comes to practice, it is not easy to draw a straight, neat line in the workplace between planning and non-planning activities. Therefore, a brainstorming activity would be very helpful to start with. The second question that came in mind was “how” to explore the educational planning. There were many ways to do this, such as interviews, observations, focus group discussion, distribution of questionnaires and document analysis. The third thought that came was “who” I should talk to. After the respondents were identified, the next question was “where” I could find the right people who would provide me with better information about the current state of education planning. The most appropriate respondents for this would be all stakeholders in junior secondary education. The last question was “when” to start the exploration. Time had become a major problem for me due to the huge range of responsibilities in my office. A well designed timeline would be very helpful for completing the research on time despite my busy schedule of work.

So, the first thing I did was to set up a schedule so that I could manage my research on time without neglecting my routine work as a deputy director with responsibility for planning at the Directorate for Development of Junior Secondary Education (DDJSE). The next step after setting the schedule was to arrange consultations with internal policy makers and staff at the DDJSE and policy makers and staff at Provincial Education Offices (PEO). Among the internal respondents were other deputy directors and heads of sections in the DDJSE, consultants, and staff. Among the PEOs were the heads of PEOs, deputies and heads of planning at PEOs.

Stage 1 was exploratory and another way of expressing the intention of this stage is to say that I wanted to draw a sketch of the reality of educational management in junior secondary education. There were three data gathering steps in this stage:

1. Consultation within the DDJSE in November 2004
2. Consultation meeting with policy makers and staff from PEOs in May 2005
3. Group consultation – The Questionnaire – August to October 2005.

Consultation within the DDJSE

The first step of my consultations started in November 2004 when I called a meeting with my colleagues within the Directorate for Development of Junior Secondary Education (DDJSE) in MONE. The half-day consultation meeting occurred on 19 November 2004. I invited the Deputy Directors and the Heads of Section within the DDJSE and 20 senior staff members to the meeting in my office, 15th floor, Building E, MONE office, (See Portfolio Exhibit 2, Meeting Agenda). In the invitation, I asked the participants to think about the management problems that they had experienced in the context of decentralization of education within DDJSE. I invited deputies and head of sections at DDJSE because they are the persons in charge of different programs and have day-to-day experience of managing the Ministry's programs. More importantly, they have spent a considerable amount of their time in the field. Besides, they are in a good position to understand some of the critical issues related to education planning and management in general, they also had first hand experience in dealing with PEOs, DEOs, and schools since the commencement of decentralization.

I chaired the meeting and informed my colleagues that I was doing an action *Research by Project* and the aim of the project was to improve planning and co-ordination in the DDJSE in the context of decentralization of education. The atmosphere of the meeting was not too formal since the participants were not required to prepare documents to be brought to the meeting. Additionally, there was no pressure on the participants to be active in the meeting since there was no right or wrong answer during the discussion.

To start the meeting, I asked my colleagues to identify the problems and issues that they experienced in the field during the implementation of education decentralization. Responding to my inquiry, the participants provided information about education management in general, before commenting on specific problems associated with educational management. As usual, at the beginning of the discussion, the participants hesitated to give opinions or comments. However after a while the conversation turned to a discussion about our experiences based on our visits to the provincial and district education offices and schools. The meeting started to be

serious after I encouraged the participants to comment on the problems and issues they had found during the interaction with provincial, district or school staff.

From the discussion and informal interviews with participants, during and after the meeting it became clear that the decentralization of education had had a significant impact on all aspects of schooling at the local level including DEO, schools, teachers and students. Three key issues emerged from the consultation meeting. First, the participants reported that there appeared to be considerable confusion about roles in the new environment. While this confusion was probably widespread throughout the system, it seemed particularly strong at the district level. Under the decentralized system the key focus for educational management was at the district level. The role of the provincial education office was limited especially in terms of primary education. More importantly the hierarchical relationship between the provincial and district offices was officially abolished. The comments from the Head of Section within the DDJSE was typical of the comments:

There are four points that I would like to raise related to decentralization of education. Those four issues are; the budget that school received was now less than before decentralization; DEO support is very limited to construction of building and administrative work; district role is mainly collecting data; and less assistance was given in relation to teaching and learning.

The Head of Section was not critical of district offices for he went on to say that the staff from the DEO said that their authority and responsibilities had increased but that they did not have enough support. Even though the decentralization legislation and regulations had provided the DEO with more authority for managing education at the local government level, due to lack of understanding about the roles of the DEOs and lack of staff capacity in handling the responsibilities, the work and performance of each individual staff member did not improve. In other words, according to the law and regulations, the functions of DEOs had changed, but DEOs were still filled with the same people, with the same capacity and worked under much the same management.

The official role of the DEO is one thing. However, the priorities of individual districts may differ from the official role. This point was highlighted by a Section Head at the consultation:

At this time (during the decentralization era), sometimes we are very busy doing other things such as providing services to the district bureaucrats from the local government office instead of improving our professional services in the DEO .

The problems faced by DEO staff were reinforced by other staff at the consultation session. Participants at the consultation expressed the difficulties that they faced because many staff in DEOs did not have an education background in general or any experience in education planning and management in particular. Compounding this was the frequent staffing changes in DEO offices. It seemed that the role of the provincial education offices was not clearly understood. One participant related a conversation that he had with a staff member from *Mataram* district:

Sir, it is decentralization era now, why is the program from the central office not given directly to us? When the program is disbursed through de-concentration mechanism (province level), the province level never consulted about the program with us, they usually just go directly to the school, even though the schools are now belong to us.

As I have explored in Chapter 4 this confusion was not surprising given the policy and regulatory changes that had occurred especially in the early stages of the decentralisation process.

If this confusion about roles and priorities was widespread amongst all districts in Indonesia then the effective delivery of education faced considerable obstacles. It also appeared that local government did not realize that providing education services was their legal duty; on the contrary, local governments expected the DEOs to serve them. When DEOs were busy serving local government officials, the DEO staff neglected their duty to assist schools and teachers.

The second and more concerning issue to emerge at the consultation related to funding. Under decentralization it was intended that district governments would provide funding to the schools in their district. This local funding was supposed to supplement the funding that was provided by the central government. For example *BOS* funding was critical for the functioning of schools. Yet even in this area there appeared to be problems. A participant stated that a number of school principals in *Sulawesi* reported:

Their schools only received school operational budget from the district for about IDR 1 million per year (US\$ 100), this policy was applied to all

Junior Secondary schools in the district regardless of the number of the students they have at school.

The school principal further reported that they then had to ask parents for additional funds to cover basic educational requirements.

The problems identified at the consultation were not confined to DEOs. Schools were confronting problems as demonstrated by the following comment by another participant at the consultation meeting:

I have visited several junior secondary schools and had some conversations with the principals of the schools while inspecting the school buildings. In one of the schools, the school seems to be less maintained. When I asked the principal how long since the school had been painted, the principal said that the school had not received a building maintenance budget for 2 years.

The discussion about funding soon uncovered the third major issue to emerge – co-ordination of activities across the system. It soon became evident that co-ordination, or the challenge of achieving was a real issue. One of the Deputy Directors outlined the experiences in West Nusa Tenggara Province which were based on his discussions with school principals:

The majority of the school principals mentioned that when the implementation of the decentralization started, the education sector was not the main priority of the local government. Therefore the budget for school operations was very limited before the BOS (Subsidy for School Operational Fund) program was started. In addition, the schools barely received any assistance especially assistance related to academic matters or the teaching and learning process, because many of the heads of DEO have non education background. In contrast, some of them even have a background that has nothing to do with education such as a former head of city funeral office, urban planning, and other backgrounds; therefore they do not understand their roles and tasks in education as expected by the law.

The third issue, co-ordination , generated considerable discussion and many examples. Several participants noted the lack of co-ordination in the teacher training program. A particular example of this was the ‘Cascade Program’. The aim of this program was to improve teacher professionalism. The plan was to train instructors at the central level. This would then be extended to the provincial and district levels – much like a ‘Cascade’. However several participants at this meeting reported that the planning and implementation of the Cascade

Program was difficult to plan and implement as the Program training had already occurred at the provincial level. The issue here is not that provincial and district officials should wait for approval from *Jakarta* but they discovered that staff who were scheduled to train had already completed the training. In other cases, some provincial education offices conducted the training without involving the teacher trainers who had been trained at the central level. Instead, they hired some other trainers from the local universities in that province. Because of this problem, the objectives and the target of the program was not met, especially the essence of the program which was is to improve teachers competencies.

Consultation meeting with policy makers and staff from PEOs and DEOs

The second step in the data gathering process for Stage 1 was consultation with Provinces and selected District education officers. I sent invitations to all 33 Provincial Education Offices and the District Education Offices in the Provinces of *Bali*, West Nusa Tenggara and East Nusa Tenggara. These districts were selected because their provinces were part of an Asian Development Bank project that was aimed at improving capacity in district offices. I was interested to hear their views about decentralisation in general and co-ordination in particular. The consultation took place in the Wisata Hotel in *Bali* in May 2005. The consultation was added to a co-ordination meeting that I called. The aim was to improve the co-ordination between central, province and district education offices. It was normal practice for these co-ordination meetings to occur once per year.

The consultation meetings that I had attended in the past intended to focus on the implementation of various activities or programs. In other words, the consultation was a form of performance appraisal and each person at the meeting was asked to give an account of the implementation of the programs for which they were responsible. While appraisal of performance is important I was also keen to listen to the problems that provinces and districts were experiencing. As a researcher as well as a senior manager from the central ministry I decided to schedule this more general discussion about the challenges posed by educational decentralization at the start of the three day meeting.

Once the consultation began I became aware that the participants at the meeting appreciated the chance to express their views. This sense of appreciation can be summarised by the comments from the Deputy of Program and Planning from East Java PEO:

Conducting this kind of meeting is very important so that the central government office knows the detail of the condition from each PEO. In many meetings that involve all heads of the PEO and DEO, the issue of the relationship between the PEO and DEO office is rarely touched, or if there is time to discuss it, the discussion is very limited to general issues not the detailed ones.

In order to keep the communications flowing in two directions, the integrated and comprehensive planning and assistance to the PEO and DEO needs to be done more often.

One of the critical issues in the district level is the fact that the organizational structure is not the same from region to region. There is no one general set of terms for all districts bureaucrats that are in charge of certain task. One example is the two different ways of classifying the name of the position in the organizational structures at different districts.

I was relieved and happy about the positive comment by the Deputy. However the comment could have been a gentle criticism of the central office or a statement about the reduced role of the provincial offices since the start of decentralization. Other participants at the meeting supported this positive comment. I realized that consultation with the other levels of government was critically important if we were to improve the management of junior secondary education.

Many issues were identified at the meeting. Immediately after the meeting I analysed the notes and feedback from this consultation meeting and identified the three most common issues that were raised by the participants: lack of co-ordination; problems with structure and roles and the lack of accurate data which is needed to develop appropriate plans. Identifying these three issues was not easy because each of the issues related to each other.

First, the lack of co-ordination between the three levels of government. The comments about the challenges of co-ordination can be summarized by the education Head from *Banten* Province:

As the head of PEO, I understand it very well what is happening in the field. Many times we invite the head of DEO to come to the PEO but they rarely

attend the invitation. In general they will send a representative from the district who does not understand the background of the meeting. Therefore, the co-ordination issue is a crucial matter that needs to be resolved. Hopefully the revision on the Law 22/1999 to Law number 32/2004 where the role of provincial level becomes more visible as a coordinator at provincial level. This effort is part of the central government understanding to improve the relationship between the provincial and districts level.

In this occasion, I would like to advise the central government not to contact the DEO directly because the role of PEO as a coordinator will be diminished if this keeps happening. In addition, the DEO feels that they do not need the PEO anymore to run the program. There must be a well planned and comprehensive strategy to link the PEO and the DEOs. With this comprehensive plan and good communication, the PEO will be closer to the district affair and involved in shaping the policy of the education at the district level in some ways. Even though there are several co-ordination meetings at the central level but the meetings are usually too general, therefore the PEO and the DEO still do not have time to discuss their specific problem together.

It is important to note that the changing legal and regulatory framework contributed to the co-ordination difficulties. In the initial stages of decentralization the provinces did not have any significant role in the control of education. It was really just a representative of the central level. The role of the provinces was modified by Law 32/2004. Under this law provinces were given a coordinating role in education. The type of co-ordination and how it should be implemented was not explicitly explained. My consultation meeting occurred just a few months after the change in the law. It is not surprising that there was confusion about co-ordination. Law 22/1999 and Law 32/2004 changed the power relationship between the different levels of government. The comments about co-ordination could also be comments about power and accountability.

A second area was about the difficulties caused by confusion over the structure and roles at the three levels of government and the impact on service delivery. For example different districts have different structures in their education offices. This local decision-making was an important outcome of the decentralization process however it added to the confusion and increased the difficulty of co-ordination. One structure of the education office in one district might be based on task. For example they break down the sub division positions into Head of Equipment, Head of Curriculum, Head of Education Personnel, and so on. Meanwhile another district used a structure

based on the school level, such as Sub-division of Primary education, Sub-division of Junior Secondary and Senior Secondary Education. So this variation in structure and the roles leads to confusion and this in turn makes co-ordination more difficult.

It was reported that schools also found it difficult to understand the structure and roles of their district and provincial education offices. One official from a provincial office in East Java complained about the district education offices service to schools in the province:

From several times of the visit to schools, the schools complained that they do not receive any assistance from the DEO much less the local government (Pemda). This observation is based on my experience as a person in charge for deconcentration program

It was understandable that the staff at PEOs were confused about their role and were looking for a change to the existing situation. However, their comments were mainly concerned with how the decentralization of education had reduced or even diminished their roles year by year since decentralization was implemented in 2001. As a senior manager in DDJSE I regularly experienced pleas from provincial education office staff about their reduced role.

Some participants from the provincial level thought that if the Provinces were given more power many of the co-ordination problems would be solved. The view of one participant from central Indonesia summarized these feelings:

I would propose that the roles of the PEO be extended so as we have a role in determining the budget allocation at the district level. This role will help the district realize the important of the PEO's role in shaping the policy on education at district level.

I thought that these views were unrealistic. In the original political debate about decentralization, considerable time was devoted to the question of the power of the provinces. A deliberate decision was made to give power to the districts and to limit the power of the provinces. The 1999 law reflected this political decision. Despite the changes made by Law 32/2004, the districts maintained their power over the provinces in educational decision making.

The differences in organizational structure and roles were not the only things that made co-ordination difficult. Tasks and functions that should have been carried out in order to improve access and equity and the quality of education were not conducted systematically. This leads to real problems. Several participants identified the problem of monitoring and evaluation with one participant stating:

Another important issue is that there is no one monitoring and evaluation system from the central, provincial and district level. With no one established system of evaluation, the control to the provincial and district level is very weak. In addition, the MONE and the PEO cannot enforce any policy to the district or to give sanction to the district level. The MONE and the PEO only have the right to advise the staff at the district level to run the program appropriately. When there is a mismanagement conduct by the district staff, only the Bupati has the right to apply sanctions. If the Bupati does not do anything, there will be nothing the central and provincial government can do.

This comment also raised the issue of accountability especially financial accountability. The central government provided the majority of the resources but the central and even the provincial government had limited authority to sanctions schools or districts who misused these resources. As I have explained earlier, under the decentralization of education, districts had the power to make decisions.

The first two areas to emerge from the consultation related to the relationship between the different levels of government and how this relationship affected co-ordination of activities. The power relationship between provincial and district offices was also important. The third issue was more specific and practical and was about the collection and processing of data. The two comments below summarize the difficulty of collecting accurate data.

Sir, we are now in a very difficult situation in designing the plan. One of the most difficult parts is that the DEO did not supply us data anymore because they felt that they are not our subordinate anymore after decentralization. Therefore, we used our previous available data to design the plan and do some projections.

*And from some staff from Nusa Tenggara Barat
The difficulty in getting the data from the districts is real problems for the manager of the program.*

The issue of data was a real concern for me because my office needed accurate data from each district in order to make decisions about allocation of resources. Under the *BOS* Program funding was determined on a student per capita basis and the aim of the Access and Equity Program was to increase enrolments in disadvantaged areas. My office could not collect data and so had to rely on schools and districts for basic information.

The consultation meeting was very productive because the comments from the participants provided real detail about the situation in DEOs and PEOs and the challenges that they faced in managing the effects of decentralization in their institution. These issues in general can be classified into four groupings: the importance of co-ordination meetings; regular communication between PEOs and DEOs, the various organizational structures in PEOs that create difficulties for co-ordination purposes, and lack of an integrated monitoring and evaluation system across the three tiers of education planning and management, MONE, PEO, and DEO.

Group consultation – The Questionnaire

The third data gathering method in Stage 1 was a group consultation and questionnaire. In the second half of 2005 a series of co-ordination meetings were scheduled. As Deputy Director – Planning, Junior Secondary Education these meetings were a key forum to understand the situation in the field and to consult with staff about particular programs. I decided to use these meetings as a way to gather more research data. I hoped that the data would assist me as a researcher and as a manager in the MONE.

The questionnaire was mainly designed to guide the discussion (See Exhibit 3). The instrument was divided into four themes each related to my research:

a. Planning

I asked the participants to provide input on their experiences of planning in the DDJSE. I was also interested in finding out how they thought that the processes could be improved.

b. Implementation

In this part I was interested in the implementation of programs and how the implementation could be improved.

c. Co-ordination

It was common to hear reports about the lack of co-ordination. However often these reports were very general in nature. I was interested to discover what my office could do to improve the level of co-ordination

d. Monitoring and Evaluation

From the audience I wanted to ascertain from the participants how much monitoring and evaluation was actually occurring and how this impacted on future actions and programs..

The ‘questionnaire’ was administered at three co-ordination meetings. The first two meetings took place in *Jogjakarta* and *Jakarta* in August 2005 and the third in *Bali* in October 2005. Improving co-ordination between the levels of government was the major focus of the meetings in *Jogjakarta* and *Bali*. The focus of the meeting in *Jakarta* was the Open JSE. This program was aimed at improving the basic work skills of students who had graduated from JSE but who did not enrol in either *SMA* or *SMK*.

All 33 provinces were represented at the three meetings although the characteristics of each audience were different. Approximately 130 people attended the *Jogjakarta* meeting including school principals, representatives of School Committees (see Glossary for an explanation) and school supervisors. The majority of the participants at the *Jakarta* consultation were either school principals or teachers. Approximately 200 people attended. The *Bali* consultation in October 2005 was made up of senior provincial educational administrators, project managers and treasurers. Approximately 135 people participated.

I introduced the consultation process and explained its purposes, including that it was part of a research project. I also explained the process. At each consultation the participants were divided into groups based on their roles and functions. For example, at the *Jakarta* consultation there were principal groups and teacher groups; in *Bali* senior administrators, project managers and treasurers. The composition of the groups was important because I wanted the participants to

speaking freely about their experiences and not to be concerned about their place in the hierarchy. I informed the participants that there was approximately two hours for discussion and that they should use the instrument that I distributed to guide the discussion. I asked them to write a group report at the end of the discussion.

The first two meetings that were held in *Jogjakarta* and *Jakarta*, were used to identify issues and problems about the implementation of educational decentralization. The meetings activities were dominated by sharing of experiences and discussion. I constructed a questionnaire based on the initial consultation in my office in November 2004 and the feedback from the meetings in *Jogjakarta* and *Jakarta*.

The questionnaire was distributed at the third consultation meeting that took place in *Denpasar* in October 2005 (See Portfolio Exhibit 4 – Questionnaire). The Denpasar consultation was held over two days. Approximately half a day was devoted to the identification of the most pressing problems. In this session I distributed the questionnaire and chaired the follow-up discussion. During this session the 135 participants were divided into provincial groups. In addition to the staff and consultants from the DDJSE there were approximately three staff from each province and 40 district representatives whose districts were involved in a special decentralization project funded by the Asian Development Bank or whose districts had a very low GER.

I analyzed 33 group reports using the four main headings in the instrument. The feedback from the participants was positive with many reporting that they appreciated the broad discussion about decentralization and educational management in particular. This was consistent with the earlier consultations that I had conducted. Writing a group response did not seem to be a difficulty although as I moved around the groups at each consultation meeting I noticed that some participants were more active than others. I analyzed the questionnaire. Five key areas were identified by the participants.

Capacity building: Twenty-eight of the provincial groups identified the need for capacity building. In Indonesia capacity building has a very broad definition and includes institutional capacity, human capacities, systems and facilities. However in this questionnaire the definition

was more limited and referred to human capacities in the area of educational management, in particular the capacity of all levels of government to develop appropriate strategic plans in the context of decentralization. For example one group stated that it was impossible to improve strategic planning unless district and provincial governments were given greater authority and that the MONE should be only a facilitator. In other words this group was asking for more power to be given to local government. This comment goes to the centre of the debate about the type and extent of decentralization in Indonesia. In particular it raises the question about fiscal policy and the power of local government to raises finances.

Another comment highlighted the lack of expertise in local government particularly in the area of strategic planning. This is not surprising because in the pre-decentralization period local government had no role in planning and even provincial government had a limited role. The role of districts and provinces was to implement the programs and activities and plans that had been developed at the central level. Good strategic planning depends on staff and an effective system. In many districts neither existed!

Co-ordination: There was a recognition that co-ordination and synchronization between central government and local government both district and provincial was very important. The respondents indicated that one year coordination meeting was not adequate. It was also generally recognised that the lack of co-ordination was the most dominant problem facing the education system. Obviously it is very easy to say that co-ordination should be improved but it is very difficult to implement. Local and systematic factors affect co-ordination among the different levels of governments and therefore how could we improve our actions. A strong commitment to consultation meetings seemed a good place for me to start.

Roles and functions: The data also indicated confusion about the roles and function between central, provincial and local governments. This confusion was causing problems in the implementation of education programs and activities. The feedback from the questionnaire was consistent with the other consultations that I had conducted in Stage 1.

Data: On a practical level the collection of accurate data was a problem. This affected all eight programs that I was responsible for including *BOS* and the Access and Equity program. I needed accurate data in order to properly manage these programs. I also needed the data because I was accountable to the Director General and then the Minister. While data was a priority for me it did not seem to be a priority for many district and provincial education offices. Perhaps they did not have adequate mechanism to collect the data. I had limited capacity to get data from schools, districts and provinces.

Monitoring and Evaluation: Previously I have stated that the collection of data was a problem. However, even when data was collected it did not seem to be used properly. For example the results of activities or programs. were not systematically used to improve the quality of education planning.

There are several main concerns and issues regarding the education decentralization such as less accountability to the Directorate, lack of valid data at the local and provincial levels, lack of coordination between local and provincial offices, inconsistency to follow the plan, lack of follow up report, unclear job description among the staff due to unfinished government regulation on the division of labor, and inconsistency of organizational structure among central, provincial, and district education offices.

4.1.3. Lessons Learned and Reflections

During Stage 1, I completed three data gathering and analysis steps; first within my office; second with district and provincial education offices and third a series of three consultation meetings in *Jogjakarta*, *Jakarta* and *Bali*. It was clear that the management of JSE faced many challenges in the new era of decentralization. I have noted some of these problems above. However I realised that there was another problem. The role of District Education Offices was critically important in the new education system, yet the capacity of these offices to carry out their mission was in many cases limited. Galiani et al (2001) in his research on decentralization in Argentina found that "Although decentralization may be generally optimal, its advantages may dilute when schools are transferred to severely mismanaged provinces" (p. 28). I was concerned

that many District Education Offices did not have the capacity to perform their roles and functions.

My research identified a range of problems. I have divided these into three levels that correspond with the three levels of government in Indonesia.

a. Problems and Issues at the central level (the DDJSE)

- 1) Lack of co-ordination;
- 2) Lack of reliable data;
- 3) Lack of clarity of tasks and functions;
- 4) Lack of skills.

b. Issues and Problems at the PEO Level

- 1) Lack of a well designed strategic plan;
- 2) Lack of understanding about PEO tasks and functions in this decentralized era;
- 3) Lack of quality data that supports the planning process;
- 4) Lack of knowledge related to education decentralization;
- 5) PEOs faced difficulties in conducting co-ordination with DEOs;
- 6) Lack of sharing PEO education planning with DEOs;
- 7) Distinct need for strong monitoring and evaluation of the implementation;

c. The Problems and Issues at the DEO Level

- 1) The organizational priorities and structures in many districts are not consistent with those at the central level;
- 2) Frequent changes of personnel at the DEO and many staff do not have experience in education;
- 3) A lack of consistent financial support from the local government for school maintenance and teaching and learning programs;
- 4) Lack of knowledge of decentralization and its implication;
- 5) Neither the PEO nor MONE have the power to sanction districts that mismanage programs or funds.

Another important lesson I learned at end of stage 1 was the unique role and position I had as a researcher and a practitioner, Deputy Director of Program Development and Cooperation with other Agencies in Education, in the DDJSE. The data that I had gathered in Stage 1 was important, however there were two other things that I learned during this stage. First the process of using this research project to improve management in my office. Second, I realised the importance of consultation. I first joined MONE in 1983 and was appointed a Section Head in 1995 and later Deputy Director, Program Development. Despite this long service I had never been involved in a serious consultation about the programs being implemented at the DDJSE. This seemed to be a serious weakness within the organisation. I was unfamiliar and strange at the beginning because it was different than the usual organizational culture I had experienced

By the end of Stage I realized that previously, there was some information that rarely came to the table of a Deputy Director. The real experiences, stories and comments about the problems and issues related to decentralization of education in relation to the programs at DDJSE were not written in the report that we usually sent to the Minister of National Education or Minister of Finance. My hypothesis as I learned at the end of Stage 1 is that by nurturing and developing a bottom up decision making approach, with members participating and consulting with the DDJSE, so that the problems around educational planning and implementation of decentralization can be minimized. The rational for my hypothesis is that education planning should provide a clear indication of where we are, where we are going, how we get there, and how we know that we have arrived (Ernesto, et al, 1994).

4.2 Stage 2: The challenge of developing an improved education planning system in DDJSE (November 2005 to October 2006)

4.2.1. Intentions

My aim at the start of this project was to improve management Junior Secondary Education (JSE). After collecting and analyzing the data that I had collected in Stage 1, I realized that my original objectives were too broad. I therefore decided to narrow the focus of my research project. I selected four issues which I thought should have the greatest priority given the challenges that we were facing. The objectives were:

1. Capacity building;
2. Improving co-ordination and synchronization;
3. Enhancing the quality of data;
4. Establishing an integrated monitoring and evaluation system.

Decentralization poses a number of challenges for local authorities. Often the capacity of local authorities to deliver services effectively is limited (see for example Bjork 2003; Fritzen & Lim 2006). The term ‘capacity building’ is used frequently in the field of development assistance. Despite this it does not have a tight definition with different groups and organisations emphasising different aspects. However there are common elements including the ability of individual, groups and local institutions to solve local problems.

The objectives that I had for this project need to be seen within the broad strategic educational objectives of the Government of Indonesia. During the course of this project a key strategic objective of the MONE was to achieve ‘Education for All’- that is to achieve nine years basic education for all Indonesians. For the DDJSE the priority was to increase enrolments in JSE as measured by the GER. At the same time MONE wanted to improve the quality of education. I also had to take action to achieve this strategic objective. As I have previously indicated (see Chapter III) I was responsible for a number of different programs that were designed to achieve these two strategic objectives. These programs can be divided into three areas.

First, the construction of new classrooms and the renovation of existing classrooms so that there were sufficient buildings for the anticipated increase in enrolments. Second, the provision of

physical resources for teaching and learning, for example libraries, science rooms and sport and art facilities. Third, providing recurrent funding for education activities. The *BOS* funding was the most significant and was channelled through my office. Another funding program that I was responsible for was the scholarship program for poor students. While I hoped that the objectives would complement one another, the reality was that the strategic objectives established by the MONE and the Government of Indonesia more generally took priority over any objective that I might have for this research project.

4.2.2. Actions and Observations

The action that I describe in this section has been organized according to my four objectives. There are four parts. While I was working on these four objectives I was also continuing to manage the major programs for which I was responsible. For example during 2006 more than 13,000 new classrooms were constructed in existing junior secondary schools.

At the commencement of this stage I decided to invite several key colleagues at DDJSE to discuss the options that could be implemented to achieve the objectives that I had established. This meeting was held on 19 November 2005 and was attended by 19 people. All three deputy directors and eight representatives from each section attended the meeting. Consultants funded by multilateral agencies can be very influential and accordingly I invited seven consultants to the meeting as well. They worked for agencies such as the World Bank, Asian Development Bank and on projects funded by international donors.

My decision to call the meeting, to formulate the objectives for the meeting and the decision about how I would run the meeting were influenced by two factors. The first of these factors was the research methodology – action research. Action research has a commitment to collaboration. Zuber-Skerritt (2005) advocates the ACTION model as a practical way of being both systematic and collaborative. The Action Model has seven features: A – advancement of knowledge; C – collaboration; T – Trust, respect and honesty; I – imagination; O – openness, “Openness to criticism and self criticism fosters the exploration of multiple possibilities rather than single minded black and white solutions” (p54); N – non positivist beliefs and S – shared success. I did not think that the meeting would strictly follow these seven steps. I especially was not expecting

that this meeting would suddenly become to criticism (or self criticism) although I was hoping that we would not just generate easy black and white solutions. Despite this I found I used this model as an organising principle.

Encouraging stakeholder participation is a common theme in strategic management and planning. Achieving this participation is often a problem. In the context of my project I found the concept of 'strategic conversations' (Liedtka 1998) to be far more useful. Often too much emphasis is placed on the formal processes rather than on the informal ones. Liedtka argues that the everyday, informal conversations can become strategic. I thought that adopting a more informal approach, especially one in which I demonstrated that I was keen to hear a range of views would be more effective in uncovering the real opinions of the participants. I also thought that it was more likely to generate creative suggestions.

I had three aims for the meeting. First, to encourage my colleagues to discuss planning and co-ordination problems in an open way. Second, to provide a report on my research project and the implications of Stage 1 for my office. Third, to encourage feedback and ideas from participants. The meeting was structured to meet these three aims. However to encourage participation I commenced the meeting by inviting the participants to once again give me an update about the issues and problems that they had encountered since our last formal consultation in November the previous year. I feared that if I commenced the meeting with a report about my own findings then the participants would simply agree with me.

The response of the participants was similar to the first consultation meeting in November 2004. My plan did not seem to be working. I then decided to mention the case of the district in *Sumatera* that had received two block grants from our office in 2004. I also mentioned another district in *Sulawesi* where the BOS data was higher than the total number of students in the district. The response from the consultants was noncommittal. Perhaps this was because consultants normally advise on technical issues and tend to avoid making comments in public forums about policy issues or shortcomings in the system. On the other hand the participants from the MONE seemed prepared to share their views. One participant highlighted the difficulty of managing co-ordination within the DDJSE.

I think the major problem is co-ordination among us. If we meet regularly this case would not happen because in this kind of meeting each project manager will describe the project being managed.

This idea was taken up and supported by his colleagues. Perhaps the *Sumatera* case would not have occurred if there had been more meetings in my office however it is unlikely that all such cases could have been avoided by having more co-ordination meetings. Effective co-ordination is important but there is a limit to the number of meetings that staff can attend. In my observation as deputy director, every project manager seemed to be very busy with his or her own project because at the end of each year, the project manager must complete the program before the year ended. Not only does the project manager have to ensure that 100% of the budget is used according to the plan, but also they must provide a complete report to the Minister of Finance (MOF) at the end of the fiscal year. So one can understand why project managers had few opportunities to meet and coordinate their programs. The high workloads associated with the programs and the accountability meant that there was very little time to devote to co-ordination.

The lack of reliable data was also raised at the consultation meeting. One of my colleagues was particularly concerned with the lack of quality data. He argued that if the DEOs had reliable data then it was unlikely that the *Sulawesi* case would have occurred. He also stressed the importance of updating the database. He went on to say that he could not remember the last time the DDJSE had updated the database that we were all using to make decisions.

The comment from the Deputy Director was very precise. A major issue was lack of quality data at the DDJSE. I explained to the participants at the meeting that the Centre for Educational Statistics (CES - *Pusat Statistik Pendidikan*) was responsible for basic education statistics. However the programs that I managed, for example *BOS* and Access and Equity, all required accurate data about enrolments, age profile and so on. We often had to manage programs with limited understanding of the educational reality in the provinces and districts. Of course this was one of the fundamental challenges of the decentralisation process. The aim of decentralisation was to increase participation and decision making at the local level. However the central government still had a key role in the financing of education. I could not change any fiscal

imbalances between the different levels of government but had to manage as best as I could within this reality.

The CES was aware of the problems with education statistics. According to the CES prior to the implementation of decentralization the response rate from schools was approximately 80%. However in the initial period after decentralization the response rate had declined to approximately 40%. Even though the response rate subsequently increased by 2007 it was still only about 60%. Meanwhile, my office needed an up-to-date, reliable data since the program must be carried out every year. Particularly for *BOS* programme and Access and Equity, a new mechanism to get data accurately and effectively was essential.

In the consultation meeting we spent a considerable amount of time discussing the issue of quality data and the problems that we experienced by relying on the data provided by the CES. I proposed that we at DDJSE needed to have a new mechanism in order to have a reliable database for our programs. At least for each program, the database must be up- to-date so that the data would be relevant to our planning needs and the needs of schools.

Another issue was to emerge at the consultation meeting concerned the monitoring and evaluation system. One of the staff from my office stressed the importance of establishing a monitoring and evaluation system for programs managed by DDJSE. He suggested;

I think now is the time for us at the DDJSE to establish a new monitoring and evaluation system that could portray the reality of what happen in the field.

We spent some time discussing ways to improve monitoring and evaluation. There were several inputs as a result of the discussion. The first one was the effectiveness of monitoring and evaluation. We suspected that the reason for the low effectiveness of monitoring and evaluation was because it was performed by an internal team. So it was not done seriously. An alternative was for DDJSE to appoint an independent expert that could gather data and then report to my office.

While we were committed to employing an independent expert there was resistance from some PEOs who were worried that the monitoring and evaluation would form part of a wider

investigation. I managed to convince those participants that the result of monitoring and evaluation was neither for the purposes of investigating nor for public consumption. The result would be used as an input to improve our performance and to improve planning processes. The formation of an independent expert was generally supported by the staff from the DDJSE as they thought that it would improve planning and educational services more generally. However I acknowledge that this resistance was an indication of the confusion and conflict that occurred in a system that was attempting to move from high levels of centralisation to one in which other levels of government played a more significant role.

Improving Capacity Building at the DDJSE, PEO, and DEO

As I have outlined previously decentralization is a long and daunting process involving multiple stakeholders. Furthermore, decentralization is a highly ambiguous concept that has been interpreted in a variety of ways (Naidoo & Kong, 2003.) It requires intensive capacity building at the national and local levels, and a nationwide awareness campaign to generate ownership by national and local stakeholders and the public at large. To start the development of capacity building within MONE, socialization and dissemination of MONE's strategic plan (*Renstra*) was the first priority for the DDJSE.

In the centralized era, strategic planning was done by the Ministry of National Education in Jakarta. Local government simply implemented the plans and policies that were developed by the central level. This all changed with decentralization. In the decentralized era, local government had the power and authority to develop their own plans and policies. Therefore, local government had to develop the skills and capacities of their local human resources in order to perform these new planning roles. The Central government, on the other hand, had to change from being directive to being collaborative and supportive of local government. This also required a change in attitude and skills.

As a follow up from the suggestions, comments and data analysis of the questionnaires, there was need to improve skills and capacity of human resources of the local government. I proposed to the DDJSE to have a workshop to find a solution to the problems. Finding the most suitable

time for all of the policy makers and staff at DDJSE was difficult but the workshop was arranged for two days at the end of December 2005.

The workshop was held in *Jakarta*. It was attended by 120 participants from all provinces in Indonesia. The participants consisted of the heads of the *BOS* and Access and Equity Programs from all provinces, nine education consultants and Section Heads and Deputy Directors from DDJSE. The main agenda of the workshop was to find a method to improve skills and capacities.

Discussion was always the most interesting part of each workshop. I and my colleagues learnt a great deal about what was happening in the field. Most participants complained about the difficulty in developing educational planning. In addition they complained about lack of guidance and direction in educational planning.

One outcome of this workshop was a requirement of having planning guidelines to develop educational planning, with the umbrella of national education policy. The guideline must could be used as a guide in the development strategic plan at central, province and district level. As a Deputy Director Program Development and Cooperation with other Agencies in Education, I had authority to set up a team to develop a planning guideline. Another outcome was a requirement of having up grading skills and capacities through technical trainings. It seems like DDJSE had to set up a follow up workshop.

A workshop can create the impression of great activity but when everyone returned to their office there might not be any follow-up action. I also realised that there can be personal advantages in the scheduling of workshops especially if it involved travel. If additional workshops were scheduled on these grounds then it is unlikely that there would be any long term advantages. Workshops can also be expensive. A workshop can cost up to IDR 1.5 billion (Approximately USD 150,000). This might not be a problem for staff from the provinces and districts but it was an issue for me as the DDJSE would have to allocate additional funds for any additional workshops. On the other hand there were some potential advantages. The policy of decentralisation had resulted in radical changes in the education system in Indonesia. As a consequences of these changes the roles and responsibilities had changed. Officially MONE

could no longer direct provinces and districts as it had done in the past. At the same time the strategic objective of the Government of Indonesia was to increase the GER in junior secondary education and at the same time improve the quality of education. My office had the responsibility of achieving this objective and we could only do this in collaboration with the PEOs and DEOs. Co-ordination meetings provided the opportunity of improving collaboration and of promoting commitment to the strategic objectives.

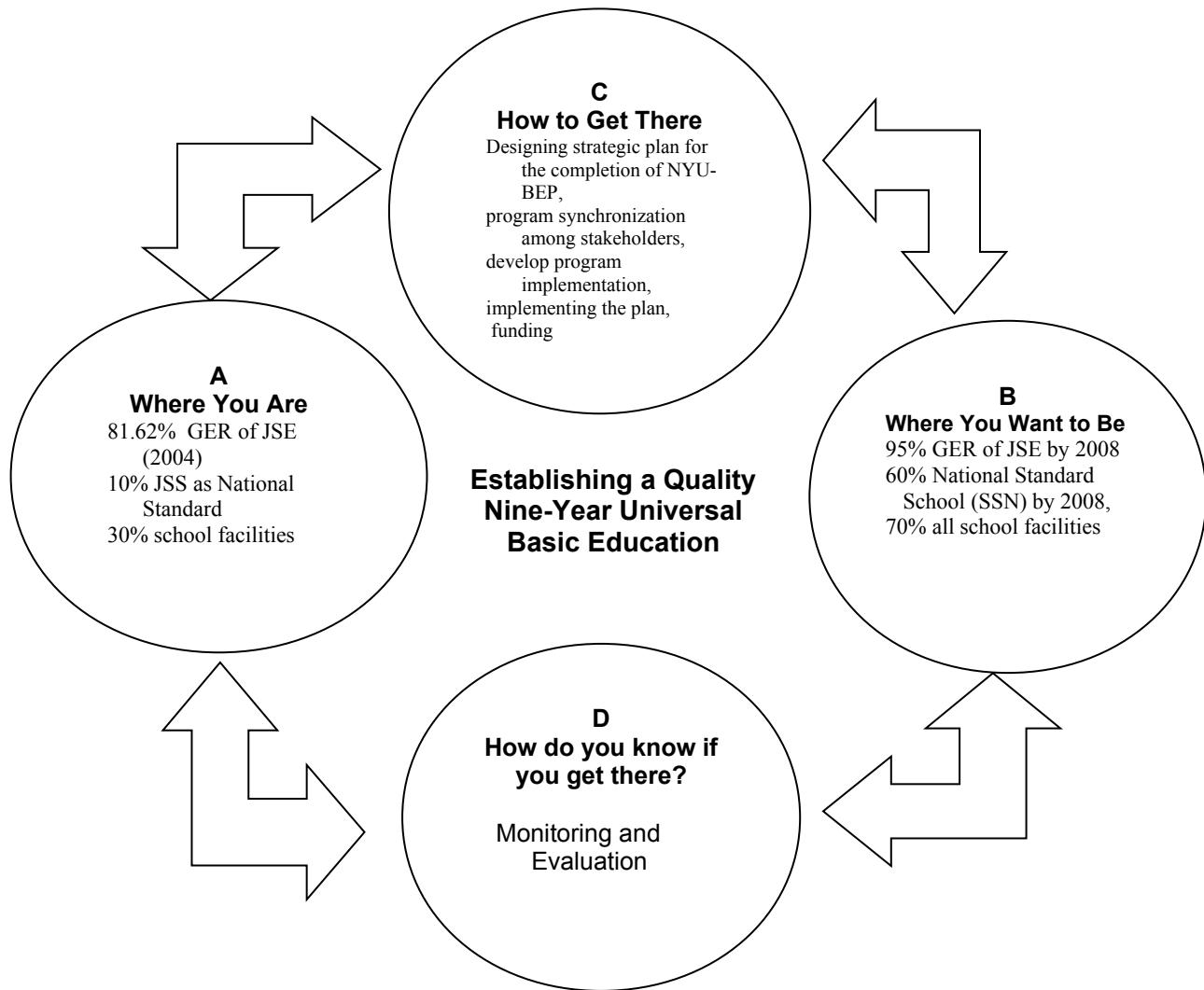
I decided to do some follow-up workshop with PEOs staff. This workshop was attended by PEOs staff from 33 provinces and held on January 2006 in *Jakarta*. The workshop was not only meant to provide current information related to programs at DDJSE in general, but also to start developing a strategic plan for the PEOs and DEOs. Besides providing information about roles and tasks of local government in decentralization of education, the PEO is also responsible for assisting DEOs in establishing their education strategic plan at the local government level. The DDJSE indicated that it would be ready to help if the PEO needed any assistance in developing strategic plans at provincial level.

To provide an outline of education planning in Indonesia, the Government of Indonesia issued Law 24/2004 about the System of National Development Planning. Article 1 chapter 3 of the Act stipulates that:

The System of National Development Plan is one unity about matters of development plan to produce long-term development plan, medium-term development plan and annual plan implemented by state stakeholders and society at the central and local levels.

According to this Law, a national development plan should follow the following stages: (a) developing a plan, (b) endorsement of the plan, (c) the control of plan implementation; and (d) evaluation of plan implementation. Thus, any sector including the education sector must be planned systematically and nationally despite the fact that Indonesia has been decentralizing education since 1999. As a consequence, junior secondary education, as a sub system of national education system has to prepare a sub system of national planning to improve equity, quality, relevancy, efficiency and governance of education.

Figure 10
Education Planning Approach for Junior Secondary Education in Indonesia



Source : Adapted and modified from Bryson, 2004

In the context of JSE, and aligned with the stages of education planning in Indonesia, Bryson (2004) describes the education planning process as a road map. Figure 5.1 displays the mapping of current JSE situation (where you are), future expected JSE situation (where you want to be), the implementation strategy (how to get there), and control and evaluation (how do you know if you get there), based on a modified Bryson's model (2004) and the Law 24/2004.

Improving Co-ordination and Synchronization at the DDJSE, PEO, and DEO

From discussions during the meeting on 19 November 2005 within DDJSE my colleagues and I realized that there were important problems that needed to be resolved. The head of section in my office referred to a case in Sumatera in which a lack of co-ordination within the office had caused problems. We need to improve our own co-ordination so that the programs at DDJSE will not conflict.

In this situation, my role as a coordinator for all of the programs in the DDJSE was crucial in accommodating the needs identified by colleagues and staff. I proposed to have regular internal meetings for the purpose of synchronizing the program in term of target, budget allocation, strategic implementation and monitoring and evaluation.

My suggestion was that regular monthly meetings needed to be conducted. It did not have to be a long meeting, a quick 45 minutes to one hour would be sufficient to share the progress of each project. I knew this idea will be very difficult to accommodate because the work schedules of the staff were tight. I also suggested that all deputy directors and heads of sections were not required to attend regularly, but a representative from each program and section would be expected to come. This was a small but significant step in improving co-ordination and planning within the DDJSE.

In terms of co-ordination between DDJSE and PEO, I proposed to increase the frequency of co-ordination meeting from once a year to four times a year. The first meeting could provide an outline of the programs at DDJSE, in particular *BOS* and Access and Equity programs and how the PEO could contribute to the successful implementation of these programs. The *BOS* program was a major initiative and PEOs were required to establish provincial technical teams to provide accurate data about students in all junior secondary schools. They were also required to undertake monitoring and evaluation. The second meeting could focus on strategic planning with the aim of developing more collaborative plans. The third meeting could then be used to identify emerging challenges and problems while the final meeting could be scheduled for the end of the fiscal year and the requirement to report overall progress.

Dealing with this improvement of co-ordination, in early 2006, I was invited by the Governor of West Kalimantan to present the DDJSE's program for achieving nine years basic education in the province. The meeting was attended by the heads of provincial, district and sub district governments and the *Dharma Wanita* (a group of women who are mainly the wives of the Civil Servants). This invitation were important because they allowed me to talk directly to local decision makers and to get an understanding of local education issues and problems. As I have mentioned previously, in the new decentralized era, co-ordination between the national and sub-national levels of government was proving difficult as each tier developed their own mechanisms. This meeting in West Kalimantan provided me with the opportunity to develop some practical and consistent measures so that key education programs could be effectively implemented.

Improving Data Quality at the DDJSE, PEO, and DEO

The situation after the second meeting resulted in mixed feelings. I and my team faced a number of challenges if we were going to improve the Gross Enrolment Rate and quality in junior secondary education. The problem with the data that we were receiving from CES was particularly concerning. On one hand, if I followed the normal procedure then it would be inaccurate to use the data that had such a low response rate. On the other hand, it would be a new challenge to set up our own data collection mechanisms. I was concerned about the impact that such a decision would have within MONE. I was also concerned about the impact in the field. Would an alternative mechanism cause more confusion? Despite these reservations I finally affirmed that the DDJSE needed to have a new mechanism of data collection so that the data for *BOS* and Access and Equity programs was reliable. The following illustration, and other similar examples, was a key factor in my decision.

East Java is the third biggest province in Indonesia. It is located on the eastern part of Java Island and only about 600 kilometers away from *Jakarta*. The infrastructure of Java is the most advanced compared to other islands of Indonesia. Since early 2006, the PEO in East Java based their *BOS* planning on the available data. The PEO's data was checked based on the preliminary mechanism that grew from this research project. The result was surprising for us because there was a significant differences between the data on the proposal and alternative data that we had

gathered from DEO offices. If this was happening in a well functioning province on Java I wondered what would be happening in more remote and disadvantaged provinces in other parts of Indonesia.

For me this inaccurate data raised a number of questions; was there a lack of capacity, a lack of accurate local data, poor co-ordination with the MONE, lack of co-ordination by the staff, lack of equipment, poor communication? It was difficult to know and extremely difficult to plan and implement *BOS* funding. For my office it was very difficult to answer these questions, however it was very clear that accurate data was necessary for the effective funding for the *BOS* program. Improving the quality of data by collecting new data and implementing new mechanisms are challenges that we must face. Ultimately it will be more beneficial than using the available inaccurate data. I also realised that developing a new data collection mechanism would be expensive since there are approximately 40 million primary and junior secondary students throughout Indonesia

The first action that I did was set up a team, in December 2005, to develop a new mechanism for data collection at the DDJSE especially for the *BOS* and Access and Equity programs. We informed all PEO representatives about our plans and asked for their co-operation. Next I developed the following three step plan to improve the accuracy of the data that we were receiving:

1. To design a simplified data collection instrument.
2. To get agreement from PEOs.
3. To implement the new instrument.

In February 2006 I chaired a meeting that was aimed at designing the new simplified data collection instrument. I invited education consultants and members of the JSE *BOS* team. We agreed that it was important to keep the form very simple because we thought that it was more likely that schools would complete the data collection form if it were simple and quick to complete. One of the weaknesses of the existing data collection instrument that was distributed by the CES was that the census form was too long and the feedback indicated that many principals did not see the relevance of many of the questions. Actually with this in mind

designing the form was relatively simple. Our key objective was to find out how many students were enrolled in each school.

Designing the form was the simple task. Getting commitment from staff in PEOs, DEOs and at the school level was the major challenge. The first step in the commitment process was to send an explanation and a draft of new form to the provincial education offices. I asked them to discuss it with their staff and with the staff of the DEOs within their province. As I have indicated one of my initiatives was to conduct regular consultation meetings with DEOs and PEOs from throughout Indonesia. Therefore I decided to include the new data collection process on the agenda of the February 2006 co-ordination meeting.

There were approximately ninety participants at the meeting – two representatives from each of the 33 provinces, Deputy Directors, Section Heads and relevant staff from DDJSE (about 20 staff) and normally one or two education consultants. The draft form was just one item on the agenda of the co-ordination meeting. Changes to the data collection form were one of the outcomes of the February 2006 co-ordination meeting. These changes were very minor and the revised form can be seen in the Portfolio (See Exhibit 6, Format for Gaining Data for *BOS* Program). A second outcome was a commitment to implement the process. The staff from the PEO agreed to implement the revised data collection form and process. Part of this agreement was that all provinces would use the July 2006 enrolments to complete the data collection form. This information would then be presented at the August 2006 Regional Co-ordination meetings. However commitment requires more than agreement at a co-ordination meeting. It required that each PEO would work with their DEOs who in turn would gain commitment from each school. In other words the intention was that the commitment to more accurate data would cascade through all stakeholders in Indonesian primary and secondary education. The real proof of this commitment would be evident in August 2006 when the data was presented.

While regular co-ordination meetings have an important role in the management of education in Indonesia they also have limitations. One of the limitations is that it is difficult to involve staff from DEOs. At the same time it would be impossible to schedule co-ordination meeting for each of the 33 provinces. A compromise is the regional co-ordination meeting. Regional co-ordination

meetings are designed for those activities that require greater levels of participant participation. The regional co-ordination meetings are based on geography and more particularly the ease of travel and therefore cost efficiency. Indonesia is divided into four regions:

- *Jakarta Region* (Provinces of *Jakarta*, *Lampung*, *West Java*, *West Kalimantan*, *Central Kalimantan*, *Central Java* and *Jogjakarta*)
- *Surabaya Region* (including *East Java*, *Bali*, *Lombok* and *East and West*)
- *Medan region* (involving the six provinces in *Central and West Sumatra*)
- *Makasar Region* for eastern Indonesia.

At the regional co-ordination meetings there were two representatives from each province within the region and two representatives from each district. There were between 200 and 250 participants at each regional co-ordination meeting. The new data collection process was the only item on the agenda for the August 2006 meetings because I considered the accuracy of data to be absolutely critical for the success of the *BOS* program. The aim was simple - to verify the accuracy of the data. Prior to the Regional Co-ordination meeting we gathered the existing data and also did some simple projections based on existing enrolments and any recent developments such as the completion of a building program. At each meeting participants were divided into their provincial groups. Staff from the DJJSE joined each provincial group. Each district presented their enrolment data in particular the GER in each group. Whenever there was variation from previous years or on what my office had calculated then the district and provincial representatives were asked to clarify their data.

The new data collection system was not fool proof. However I was confident that the simplification of the form, the public presentation of the data and the open and transparent clarification whenever there were possible discrepancies ensured that the data was more accurate. This was important because the overall aim of the *BOS* program was to increase GER and to reduce dropouts especially amongst the poor. Each rupiah had to be used effectively and fairly.

Improving Monitoring and Evaluation at the DDJSE, PEO, and DEO

In order to improve monitoring and evaluation of the programs in DDJSE, PEO and DEO, based on the discussion on 19 November 2005, I initiated an independent monitoring and evaluation assesment program that was undertaken by a third party in 2005. This independent monitoring and evaluation team consisted of experts from various disciplines including staff from higher education, NGOs and other institutions.

Their task was to perform monitoring and evaluation based on the given data from DDJSE, reporting their findings and identifying problems as well as potential problems that could possibly emerge in the field. By having this team, our staff in DDJSE could be more focused on solving the problems or preventing the potential problems rather than travelling throughout the country performing monitoring and evaluation.

My research indicated that the number of district which achieved GER target for the quantity and the scale of the problems in provincial and district level had decreased by the end of 2006 compared to 2004 and 2005. This decrease in problems was due to two factors. First is that PEOs, DEOs and schools are more careful in performing their planning and reporting activities due to closer monitoring and evaluation. Second is by focusing more on the problems and potential problems, our staff in DDJSE were able to identify and solve more problems more quickly and effectively and so prevent potential problems from becoming real problems.

On several trips to provinces and districts, I informally researched the performance of the independent monitoring and evaluation team with several stake holders, such as some heads of PEOs, staff of DEOs, heads of school, teachers and members of school commitees. Basically they had welcomed and had respect for the independent monitoring and evaluation teams. Furthermore, some of them reported that the level of service quality was improving.

Establishing a clinical supervision or monitoring and evaluation team that aimed to improve the performance at the DDJSE was a new idea that I proposed to my DDJSE. At the beginning, many staff opposed this idea because bringing in an external institution to assess our work had

rarely happened in government institutions in Indonesia. The fear was understandable not only because it had not happened before but because it would expose our work to criticism and review.

The independent monitoring and evaluation team was selected from three different sources: academics from higher education or universities; from NGOs or other institutions that were involved in assessment and evaluation. Before starting the monitoring and evaluation process, a short outline about the purpose of clinical supervision was introduced to deputy directors, heads of sections and staff, including consultants. The response from the staff at DDJSE was positive when the clinical supervision took place. Lack of understanding about the importance of this process became something of a hindrance for some of the staff who found it difficult to accept such an idea. Again, it can be seen that even the smallest changes can create problems and challenges for managers.

In terms of DDJSE authority in conducting monitoring and evaluation to PEO and DEO, no one would argue that it was very important but the big question after that would be, so what? After monitoring and evaluation was conducted, usually nothing would happen unless evidence of significant corruption emerged. The common constraints for the follow up program of monitoring and evaluation reports were the non existence of a direct hierarchy of co-ordination between the central and district offices. Therefore, follow up programs would be difficult to implement effectively. For instance, if there was misconduct in the district office, there needed to be legal sanctions.

I decided that if there were irregularities or accusations of financial misconduct then I would freeze the funds of the district under the district complied with the national government requirements. Moreover I expected that the district would investigate and identify the staff members involved and take action in accordance with the law. Some people could argue that my decision was against the spirit of decentralization and local autonomy. However, it is important that mismanagement and corruption are identified and addressed. However, this all requires commitment and time and in many instances no action is taken and as a consequence the impact of this inaction is the schools and students in the district. This continues to be a challenge for me.

Despite many success stories, I also often had some difficult situations in which I had to make decisions. One particular example was a case in Sumatera – I will call it District ‘A’ so as to protect the identity of the people. The story begun when my staff reported a case of mismanagement regarding the constuction of a new school in the district. According to the Standard Operational Procedure (SOP), when information about mismanagement arises, certain steps need to be taken. The steps include: an audit of the situation, a verification of the facts and, if there is a case to be answered, the sending the warning to the district education office about the mismanagement. I followed the steps as outlined in the SOP but unfortunately the district did not take any action.

I was confronted with a dilemma. On the one hand, one of my key objectives is to expand access by providing students with new school buildings. But on the other hand if I stopped the essential funds from the central level the young people in District ‘A’ would be disadvantaged. Despite my reluctance, according to the Government of Indonesia’s regulations I had no alternative but to stop the funding.. Surprisingly, the Bupati, head of local government sent the letter to the Minister of Education stating that I was preventing the district from providing a service to the school age children. With the help of Law and Organization Bureau (*Biro Hukum dan Organisasi*) at the MONE, finally the case was resolved. It was agreed that the local government would be eligible for funds the following year if the *Bupati* (mayor) acknowledged the wrong doing. The *Bupati*, on behalf of the local government signed an agreement that they would abide by the regulations in future – funding for the next year was restored.

4.2.3. Lesson Learned and Reflections

I have divided my action research project into stages. The finalisation of these stages only occurred during the writing stage. They are a way of organising the project so that it is easier to understand for reader and me. My overall objective was to improve management and planning in particular so that we could achieve the strategic objective of increasing GER and improving quality of junior secondary education.

Modern management relies on the systematic collection and analysis of data. Without accurate data decision-making is impossible, irrational or unjust. Resources are limited, especially in a

country such as Indonesia which has a large number of competing demands. When the *BOS* program commenced in 2005 it soon became evident that basic information about enrolments was either missing or inaccurate. In 2006 I set out to address this problem by developing a new data collection instrument and process. A key aspect of the process was the open discussion and clarification of data at the Regional Co-ordination meetings that took place in August 2006.

A major outcome of this stage was the realisation that real change is difficult to achieve in the short term even if central governments change policies and implement new programs. The *BOS* (School Operation Funds) program, for example, was an important initiative of the Indonesian Government. It was designed to increase school enrolments and attendance by assisting disadvantaged students. It was clear however that many people, including staff at MONE and district and provincial education offices did not fully comprehend the key features of this program (and other programs), the rationale for the program and the respective roles of each level of government. There was even some confusion about how funds should be distributed and what data was necessary in order to make good decisions about these funds.

Another outcome was the realisation of the need to develop provincial education strategic plans. Some DEOs also established a district education strategic plan. Measuring the understanding and the changes in practice of policy makers and other staff at PEOs and DEOs is not easy. Changes in attitude and practice, especially in a large complex system like the Indonesian education system happen slowly.

Co-ordination and synchronization of the programs between MONE and PEO became a crucial issue. With more intensive meetings occurring, I and my team, were able to develop closer relationships with staff at provincial education offices and even some district education offices. This personal contact and the development of personal relationships should not be underestimated in the Indonesian context. The improvement in relationships does not automatically improve capacity at the provincial and district level but it can help. Developing capacity is a challenge but often a greater challenge is the local political context. One of the objectives of decentralization was to increase local autonomy and decision-making. However often this increased the difficulty of co-ordination. Provincial and district education offices often do not

have any influence on the political agenda of parliament in the province and local government about their specific programs. Therefore, our concerns at DDJSE about PEO and DEO are that we need to provide assistance so that the PEO and DEO will be able to customize their plan based on their local need. Another concern is that we at DDJSE need to learn more about the different provinces' and districts' characteristics and needs.

Monitoring and evaluation is an important part of educational management. Although it is important it is challenging to implement effectively especially because of the major changes and disruption resulting from the decentralization process. It is impossible for my office to monitor on a daily basis, individual school based programs. As part of this project I attempted to improve monitoring and evaluation practices particularly in key programs such as *BOS* and Access and Equity. At DDJSE, a monitoring and evaluation instrument was established by conducting a special workshop among the DDJSE staff and monitoring and evaluation consultant from University professor and practitioners. The instrument resulted from the workshop was then used to conduct monitoring and evaluation in the field. However, the PEO and DEO officers also need to be assisted in using the instrument. Instrument itself would not be enough to gather a reliable data and information without capable staff who use the instruments. So, the urgent need in monitoring and evaluation system after having a reliable instrument would be a competent staff. My plan to improve the competency of our staff in conducting monitoring and evaluation is to provide a special advanced workshop about monitoring and evaluation at DDJSE.

Table 8
Outline Summary of Stage 2

| Focus | Date | Action | Reflection/Learned/Finding |
|---|----------------------|--|--|
| To improve on; <ul style="list-style-type: none"> • capacity building • quality of data • co-ordination and synchronization • monitoring and evaluation system | June 2005 - Jan 2006 | Capacity building Workshop and training to; <ul style="list-style-type: none"> • Internal staff at DDJSE on education management, data quality management, strategic planning • PEO and DEO on developing and implementing strategic plan • PEO and DEO on education management Recruiting competence consultant who has expertise based the need of DDJSE program | More knowledgeable and capable in education management, data quality management, and strategic planning PEO have established provincial education strategic plan DEO have established district education strategic plan PEO and DEO function more effective ✓ Synergizing the provincial and district education strategic plan with MONE strategic plan |
| | | Quality of Data (BOS, and Access and Equity Programs) Develop a new mechanism at the DDJSE and implement it as the following; <ul style="list-style-type: none"> • Design a new instrument <ul style="list-style-type: none"> • Involving representative from PEO and DEO • Send instrument to the district • District collect data from school • District reports data to PEO and cc to DDJSE at MONE | Reliable data can be used for planning ✓ Less accuracy of data ✓ Lack of data verification, team and scope |

| | | | |
|--|--|--|--|
| | | Co-ordination and synchronization <ul style="list-style-type: none"> Increasing the frequency of co-ordination meeting from once a year to 3 times a year Establishing provincial technical team at PEO and DEO | <p>Synchronizing all education matters between MONE and PEO such as data, planning programs and budget allocation, programs implementing strategies, monitoring and evaluation.</p> <ul style="list-style-type: none"> ✓ Lack of PEO preparation before co-ordination meeting ✓ Limited Input from PEO ✓ Accommodate different agenda due to different condition of Provincial Government in term of political |
| | | Monitoring and evaluation <ul style="list-style-type: none"> Establishing an independent monitoring and evaluation | <ul style="list-style-type: none"> Reliable monitoring and evaluation instrument Monitoring and evaluation consultant at the PEO as a contact person in PEO <ul style="list-style-type: none"> ✓ Lack of capacity for staff who involve in monitoring and evaluation |

4.2.4. Conclusions

One of the objectives of *Research by Project* is to be a more skilled and knowledgeable practitioner. At first this seemed to be relatively straightforward. My project was connected to my work and therefore I had two roles – I was a researcher and I was a senior manager in the Indonesian Ministry of National Education. In the early stages of my project I experienced a conflict between these two roles. I thought that this conflict was caused by my lack of research

experience. However by the end of the Stage 2 I realised that this was not an adequate explanation. As a researcher my skills had improved although more improvement was obviously needed. I felt much more comfortable in my role as a manager, although I still had a lot to learn especially about the impact of decentralization on access and quality in education.

There was a tension between my role as a manager and my role as a researcher. One example of this tension occurred in August 2005 when I visited district education offices in *Jogjakarta*, *Bali* and *Mataram*. Prior to my visit I sent a letter to each DEO head explaining my research and asking their permission to consult with them. The letter was written on my official letterhead paper. I was expecting to be treated as researcher. On the agreed date, I was accompanied by my colleagues and my supervisors. When we arrive at *Selaparang* Airport (*Mataram*), we were welcomed by staff from the district education office who then drove us to their office. At the district office, the head of district education formally welcomed us invited us into the meeting room. The meeting room was formally set-up with a table at the front and with rows of chairs. As is the custom, food was also available. I and my colleagues were invited to sit at the front table along with the senior staff from the district. There were about 60 other people and they sat in the rows of chairs. It seemed that the most important people sat at the front and the less important towards the back of the room. Rather than being treated as a researcher, my colleagues and I were served and treated as special guests or important people from the central office in *Jakarta*. This experience was repeated in *Jogjakarta* and *Bali*.

The experiences in *Mataram*, *Bali* and *Jogjakarta* demonstrate one of the challenges that I faced during Stages 1 and 2. My colleagues in district or provincial offices found it difficult to see me as a researcher, they always treat and serve me as a deputy director of DDJSE.

4.3 Stage 3 : Collaborating for Implementation (November 2006 to December 2008)

4.3.1. Intentions

The task of clarifying roles and developing collaborative working relationships could not be achieved in a few short months. This vital work continued in Stage 3. An important objective for this work was to ensure that all levels of educational management – the national, provincial and district – were aligned with the national strategic plan for education. The strategic plan covered all aspects of education in Indonesia. However the three pillars in particular related to my work and this project. First, achieving Nine Years Basic Education. This was considered a priority and involved a significant expansion of junior secondary education. Second, the construction and rehabilitation of junior secondary schools so that there was adequate facilities for the increased enrolment. The third pillar related to quality improvement. The government established an objective that all schools would achieve either a national or international standard rating.

During Stage 2 I concentrated on four aspects: data collection and analysis; co-ordination and synchronisation; monitoring and evaluation; and capacity building. My work in these areas continued in Stage 3. For example, the data collection and verification system that was developed in the early part of 2006 and then implemented continued in Stage 3. The Regional Co-ordination meetings that were held in August 2006 proved highly effective in improving the accuracy of data about school enrolments. These special meetings were repeated in August 2007, 2008 and 2009. In Stage 3 I continued to use this mechanism with only minor modification. However, while these meetings were generally effective in improving the accuracy of data for the *BOS* program an additional mechanism was required for the Access and Equity program, in particular the new school building, one roof school and open JSE.

As the *BOS* data mechanism was working effectively in Stage 3 I decided to concentrate on the three other aims that I outlined at the beginning of Stage 2:

1. improving the monitoring and evaluation system so that we could identify problems much earlier;
2. improving co-ordination and synchronization so that time and financial resources could be used more effectively;
3. increasing human capacity so that effective decisions could be made at the local level.

4.3.2. Actions and Observations

The main action undertaken in Stage 3 was a continuation to the improvement from Stage 2. Two principles guided the steps taken in Stage 3. Those two principles were to maintain and improve the existing good practices and to resolve the problems and issues as that occurred in stage 2. I also realised that success depended on including all members of my department. With extensive support and commitment from all members of DDJSE to the implementation of new mechanisms we would be more able to achieve our objectives.

Monitoring and Evaluation

In the second part of 2006 it was clear that the GER in junior secondary education varied considerably throughout Indonesia. However it was not clear which districts and sub districts were the most disadvantaged and therefore most in need of new junior secondary facilities. As a consequence, one of my intentions for this stage was to develop a mechanism that would enable my office to ensure that the resources were directed to those local areas with the most need.

Before describing the action that I took in this area it is necessary for me to clarify the term 'Monitoring and Evaluation'. I have used this term because that is the term that is used in the Directorate General for the Management of Primary and Secondary Education and other directorate generals involved with program delivery. Monitoring and Evaluation refers not just to the gathering and analysis of data but is related to programs and activities. In other words the term is similar to the concept of evaluation for development (Owen, 1993). The aim of evaluation for development was to gather data about a situation or program in order to take action to improve the program or situation. The emphasis is on the action and not just the gathering and reporting of information.

This monitoring and evaluation was a mechanism designed to improve the effectiveness of our strategy to improve GER. It was action orientated. The aim of this GER strategy was to achieve a GER of 95% in all districts throughout Indonesia by the end of 2008. If this target was achieved Indonesia would have nine years universal basic education (NYU-BEP).

At the end of 2006 the overall GER was 88.68% against a target of 95%. In some provinces the GER was close to 100% - above the target. However in other provinces it was considerably lower than the target. Generally the GER in provinces in eastern Indonesia was lower than the national average. However this was not always the case. Two of *Jakarta*'s surrounding provinces had low GER: *Banten* which lies north and west of the Province of *Jakarta* had a GER of only 80.82%. The Province of West Java was only marginally better at 84%. Table 13 shows the GER for six provinces between 2006 and 2009 and compares their GER with the national average. The GER in all six provinces is significantly below the national average. In this chapter I have also discussed the accuracy of basic enrolment data and the steps that I took to address this issue. Although I have to rely on this data, it must be treated with caution. For example the data for the Province of South *Sulawesi*, especially for 2009, appears to be inaccurate. Based on other information, such as construction and land agreement data, it is highly unlikely that the GER for this province increased by almost 13% between 2008 and 2009. A second point to emphasise is that the table below is only an example of the situation. Other provinces had similar GER. For example, 17 provinces were below the national average.

Table 9
GER for Selected Provinces in Indonesia 2005-2008

| Province/Year | 2005 | 2006 | 2007 | 2008 |
|----------------------------|-------|-------|-------|-------|
| <i>Banten</i> | 72.98 | 83.25 | 88.78 | 91.78 |
| <i>Kalimantan Barat</i> | 73.44 | 72.50 | 76.88 | 80.30 |
| <i>Nusa Tenggara Timur</i> | 72.12 | 64.46 | 69.78 | 77.65 |
| <i>Papua</i> | 61.89 | 66.98 | 72.21 | 79.05 |
| <i>Sulawesi Selatan</i> | 79.82 | 79.59 | 83.80 | 96.15 |
| West Java | 80.39 | 83.81 | 88.90 | 92.40 |
| West <i>Papua</i> | 61.42 | 70.47 | 74.65 | 77.70 |
| National Average | 85.22 | 88.68 | 92.53 | 96.18 |

Source: Central Education Statistics

In September 2006 I formed a design team to develop a simple but reliable system that would enable my office to develop a better understanding of the situation in districts with low GERs. By having a clearer picture of these districts we would be able to decide which districts should receive funding priority for new schools, new classrooms, one roof schools, open JSE or open *Madrasah*. The team consisted of three deputy directors, relevant section heads and seven external consultants. I chaired the team. Between September and November 2006 we had a series

of meetings in which we discussed the most effective way to understand what was happening in disadvantaged districts and the strategy for addressing this disadvantage.

The key outcome from the Monitoring and Evaluation Design Team was a set of guidelines. The Guidelines included:

1. A process to identify the most disadvantaged districts.
2. Criteria for determining which was the most appropriate program to address the disadvantage. For example, new school building or one roof school.
3. A process for managing the funds effectively and transparently.
4. Strategies for developing community support. For example, sometimes the reason for the low GER was because education was not seen as a priority in the local community.

NYU-BEP could not be achieved by the end of 2008 unless the most disadvantaged districts could be properly identified in the first place. The Design Team decided to involve key community stakeholders in this process. The key stakeholders included:

- Staff from four universities (*Universitas Negeri Jogjakarta*, *Jakarta State University*, *Semarang State University*, *Surabaya State University*). These universities were invited to participate because the Directorate of JSE had worked with these institutions previously.
- Religious organisations – *Muhammadiyah* and *Nadlatul Ulama (NU)*. These were the two largest and most influential religious organisations in Indonesia. More importantly each had established links into local communities.
- Community organisations including *Pemuda Muhammadiyah* (the youth wing of *Muhammadiyah*; *Sekolah Rakyat* (an education NGO which operates a number of open JSE; and *Dharma Wanita* (an Indonesian women's community association).

There were approximately 80 university staff, 40 from the religious organisations and about 30 from the community organisations. The plan was for this large group of people to be divided into small teams of between two and three people who would then be sent out into the districts and sub-districts that had a low GER. The large group assembled in *Jakarta* in early 2007 for a one day briefing session. I was the moderator of this briefing session. The briefing was addressed by

the then director of JSE, Dr Hamid and consultants who had developed the instrument that team members would use when they visited the field. The instrument was detailed but there were four key areas:

1. The number of students who had graduated from primary school in the district or sub-district. This data could then be used to make accurate projections about the number of places needed in JSE.
2. The exact location of existing junior secondary schools. Normally a new junior secondary school would not be constructed if there were an existing one within a five kilometre radius. There were some exceptions to these criteria, for example if students could not access the existing school because of geographical barriers such as a river or mountain. A second ground was if the existing school was overcrowded and the construction of new classrooms at that school was not possible.
3. The level of support from the local community. The instrument attempted to gauge the local community's commitment to basic education. While attendance at primary school was normal throughout Indonesia, enrolment at JSE was relatively new for many communities. It was not effective to construct new school buildings if the community did not encourage the young people (aged 13, 14 and 15 years) in their community to attend school. The level of support was determined by discussing with community leaders such as the head of the village or small town and community and religious leaders.
4. Support by the local community for the construction of a new school. If an area met the eligibility criteria it was expected that the local community would take responsibility for its construction. The DEO would appoint a local committee that was chaired by a senior teacher. The committee also included local leaders. District administration staff were explicitly excluded from the committee. These staff could only act in an advisory role. It was our expectation that the senior teacher would become the principal of the new school. This system was at least 30% cheaper than if the new school was constructed via a construction company.

Central Education Statistics data indicated that the GER for 253 districts was below the target of 95%. The small teams were dispatched to all 253 districts where they gathered the required data.

After visiting the field each team met with their provincial co-ordinator to collate, analyse and prepare a combined provincial report. In March 2007 each provincial co-ordinator attended a meeting in *Jakarta* with the design team. I chaired this meeting. The provincial co-ordinators and the design team discussed the results of the research. Based on the co-ordinators' reports I and the design team were confident that the data showed an accurate picture of the reality of each of the targeted districts. We were able to use this data to develop plans for each district. The key issue was to determine which program was the most suitable for the particular situation in each district. For example, would it be better to build a new school or to use the funds available to build new classrooms in an existing school? In remote, isolated or if the population was geographically dispersed, it was normally more efficient and effective to build a one-roof school – JSE classrooms in an existing primary school. In a few situations we decided to use the existing primary school facilities and operate junior secondary education in the afternoon. This only occurred if there was suitable staff amongst the existing primary school teachers.

The table below shows the construction activity for the Years 2006 – 2008 for seven selected provinces which had a GER below the target of 95%. New school construction (*USB*) peaked in 2007, whereas construction of new classrooms (NCR) continued at a fairly steady pace. The initial target for one-roof schools was 2,500. This target was exceeded by the end of 2008 and demand from districts continued in 2009. Approximately 400 additional one-roof schools were constructed in 2009 bringing the total for the four years 2006 to 2009 to just under 3,350.

Table 10
Construction under the Access and Equity Program 2006 – 2008

| Year Province | 2006 | | | 2007 | | | 2008 | | |
|----------------------------|------|--------|-----|------|-------|-------|------|--------|-------|
| | USB | NCR | ORS | USB | NCR | ORS | USB | NCR | ORS |
| Banten | 12 | 735 | 35 | 27 | 554 | 63 | 20 | 504 | 24 |
| Kalimantan <i>Barat</i> | 54 | 193 | 10 | 58 | 159 | 6 | 71 | 304 | 60 |
| <i>Nusa Tenggara Timur</i> | 13 | 97 | 43 | 40 | 111 | 69 | 35 | 243 | 124 |
| <i>Papua</i> | 0 | 135 | 6 | 6 | 162 | 21 | 6 | 138 | 17 |
| <i>Sulawesi Selatan</i> | 35 | 659 | 20 | 40 | 500 | 65 | 42 | 458 | 65 |
| West Java | 30 | 2959 | 39 | 73 | 2168 | 70 | 46 | 2423 | 34 |
| <i>West Papua</i> | 0 | 70 | 0 | 5 | 72 | 0 | 8 | 70 | 0 |
| National | 444 | 13,527 | 750 | 632 | 9,440 | 1,063 | 433 | 11,173 | 1,134 |

Source: Directorate General for the Management of Primary & Secondary Education

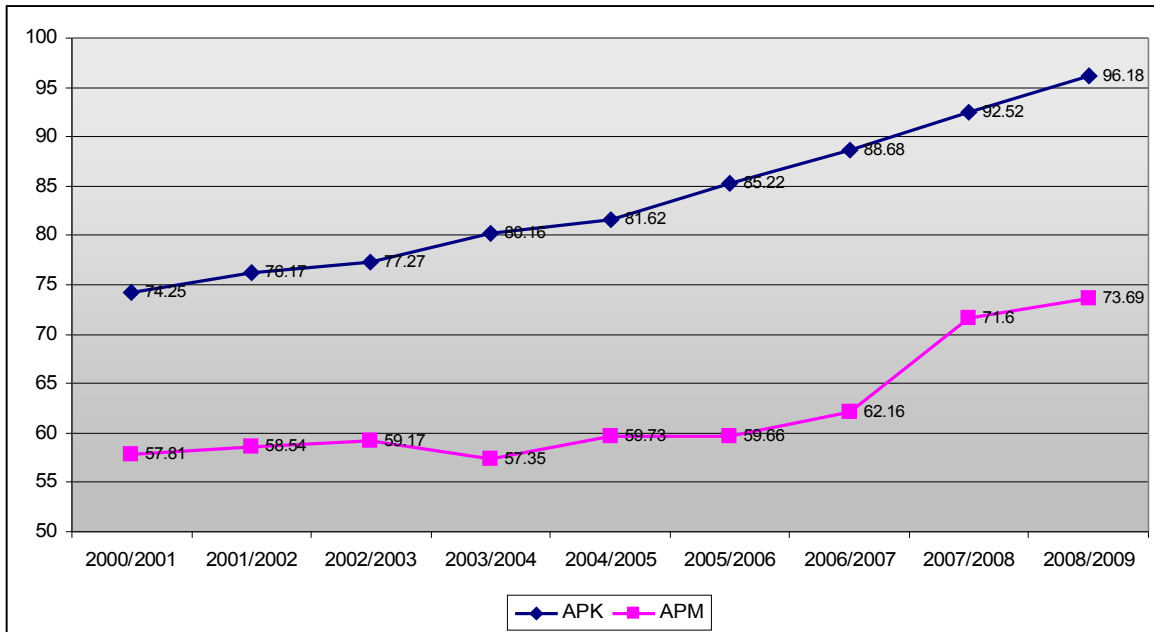
USB new schools

NCR new classrooms

ORS one roof school (junior secondary schools constructed on the site of a primary school.)

The Chart below shows the increase in GER (*APK*) and NER (*APM*) between 2000 and 2009. At the commencement of this project in 2004 the GER was approximately 80%. At the end of 2006 it had risen to 88.68% and by the end of 2008 it was 96.18%. Although the NER was not the primary focus of attention during this project I have included it here to show the difference between the two figures. While the GER at the end of 2008 was 96.18% the NER was only 73.69%. The difference demonstrates that considerable work still needs to be done to improve education in Indonesia.

Figure 11
GER and NER for period 2000 – 2009



Source: Central Education Statistics

Collaboration to achieve the Education Strategic Plan

In Stage 2 I discussed the workshops that I organised. These workshops had multiple objectives including clarification about roles and responsibilities of the staff at the national, provincial levels of government, developing an understanding of local challenges and improving capacity so that the implementation of MONE's strategic plan could be improved especially in terms of access and quality. One of my key objectives for Stage 3 was to continue to develop good working relationships with critical stakeholders in the provinces and districts. Although this was an objective I realised that real gains would take time and that capacity building and the development of effective relationships would need to continue well into the future.

According to Law 32/2004 district governments had primary responsibility for the delivery of services at the local level. This included basic education (primary and junior secondary). The intention was that district administration would be more responsive to the needs of the local community. However, this intention assumed that the local administration had the capacity to

manage the delivery of those services. Some districts found it difficult to manage education and support local schools. A number of factors contributed to this situation.

First, many districts were unprepared for decentralization in the first place and lacked proper systems and human resources to fulfill their responsibilities for educational management. Although the situation had improved by the beginning of 2007, some districts still lacked both adequate systems and personnel who had expertise with the delivery of the Government of Indonesia's strategic objectives in education.

A second factor was the increase in the number of districts. The increase in the number of districts continued throughout the third stage of this project. (The Indonesian Parliament approves the creation of new districts.) In 2006, there were 440 districts and this had increased to 461 in 2008 and 497 by the end of 2009 (Ministry of Home Affairs). All three levels of government were affected whenever a new district was created. Although education was affected by these decisions MONE had no input into the decision. One reason given for the creation of a new district is that service levels in areas such as health, education and infrastructure in some sub-districts within the district are poor. The sub-districts argued that service levels would improve if they were a separate district. The creation of a new district created problems for my office and MONE more generally. The lack of resources, proper systems, trained personnel and, on some occasions, even offices created difficulties – it is difficult to build a relationship if we do not know the personnel at the district level. If a district was created during the construction of a new school, for example, we insisted that the old district would continue to be responsible.

Third, at the district level there was often competing priorities. Government of Indonesia regulations outlined the roles and responsibilities of the district administration and the district education office. Despite this, the improvement of education and the development of local capacity to provide support for this improvement was sometimes not a priority and education suffered.

A fourth factor was the changes in the regulatory environment. Although Law 32/2004 established the legal framework for the decentralization process there continued to be regulatory changes to this framework. These changes had an impact on the management of junior secondary education. For example when *BOS* was introduced in 2005, I was given responsibility for managing the entire program. *BOS* covered students in all primary and junior secondary schools – MONE, MORA, public and private. In 2007 responsibility for *BOS* funding for Islamic schools was transferred to MORA and from 2009 MONE primary schools to the Directorate of Kindergarten and Primary Education. Despite the changes to the *BOS* program I continued to have responsibility for the Access and Equity Program. A second example is the regulations for ‘International Standard Schools’. Initially each district had responsibility for the international standard schools (junior secondary, technical and senior secondary schools) in their district. Government Regulation 38/2007 transferred this responsibility to the provinces.

During this stage, I initiated a number of different actions that were designed to improve collaboration between the centre and the districts and to improve local human capacity. One of the interventions that I initiated was aimed at improving strategic planning of education. This initiative was based on the informal feedback from school principals, teachers, education supervisors and provincial and district education staff. Some of the feedback emerged from co-ordination meetings (see below) while other feedback emerged from other forums. People within the DDJSE also expressed their need for greater skills in this area. For example, some principals and teachers wanted to return to the centralized education system because they felt that their needs were better served under this system. Some felt powerless to influence local decision-making. Another dimension to this need was that some staff in DEOs and PEOs did not have any experience in education.

In the first part of 2007 I chaired a series of workshops about strategic planning. The aims of the workshop were to improve planning and collaboration at the three levels of government. As I have stated previously my office had a special responsibility for facilities (Access and Equity Program) and for *BOS*. The first workshop took place in March 2007 and was attended by participants from the provincial and some districts. We were assisted by some consultants. In

many workshops people generally sat with the staff from their own office or province/district. However during these workshops we made mixed groups – each group was made up of staff from the DDJSE, the province and a consultant. Generally the consultants were seen as independent and they were able to provide assistance to each group. The Bryson (2004) model that I discussed before was used at the start to help with the analysis of the particular provincial or district situation. For example part of our focus was on the provinces of Bali, West Nusa Tenggara and East Nusa Tenggara and in particular some of the more disadvantaged districts within those provinces. Central Lombok was one case from West Nusa Tenggara. It had a particularly low GER and the staff in the local DEO requested assistance with educational planning and implementation as many of the staff lacked experience. At the 2007 workshops we were able to plan a strategy to address the needs of Central Lombok.

The workshops that occurred in the first part of 2007 were simple but generally effective in improving collaboration with strategic planning. In the early part of 2007 we had not achieved our GER targets and therefore had not achieved the Government of Indonesia's commitment to nine years basic education. The workshops were also effective in mobilizing the commitment to this strategic objective. Maintaining commitment to the objective and the plan was an ongoing task – it was not achieved in a few workshops in 2007 but continued until the end of 2008. We in the DDJJSE had to maintain our commitment to collaboration and consultation while at the same time we had to ensure that we fulfilled our responsibilities to the MONE's strategic plan and financial accountability.

Co-ordination and Synchronisation

As a result of more frequent co-ordination meetings between DDJSE, PEO and DEO that were initiated in 2005, by 2007 there had been a significant improvements in the alignment of the educational strategic plan. The issues and problems related to co-ordination and synchronization in Stage 2 also provided hints and suggestions for the action needed for Stage 3. In 2007 I decided to increase the number of co-ordination meetings to four. In Stage 2 one of the outcomes of the February 2006 Co-ordination meeting was a new data mechanism for *BOS*. The mechanism was implemented and the data verified at the Regional Co-ordination meetings in August 2006.

During 2007 I chaired four co-ordination and synchronization meetings. These meetings took place in *Jakarta* in February, Surabaya in June, Bandung in August and Denpasar in October. The meetings were attended by staff and consultants from the DDJSE and key provincial staff (normally two from each province) who were involved in the management of the eight programs (see Chapter 4) including the Access and Equity and the *BOS* programs.

The key objective of these meetings was *sosialisasi* (socialisation). This term refers to a process in Indonesia in which information about a particular activity or program is shared amongst a group. Issues are clarified and potential difficulties identified. The process is intended to promote understanding about the activity or program so that the objectives are met. In the first part of this process the participants are provided with information about the program. Later feedback is sought. At this stage participants are encouraged to identify potential problems and ask other participants about how they would deal with these issues. Finally an attempt is made to get agreement. *Sosialisasi* is a form of participatory decision-making. Obviously it can be used to force a top-down decision. However this approach would not be consistent with the spirit of *Sosialisasi*. *Sosialisasi* is consistent with traditional Indonesian decision making processes.

In previous years some districts and provinces had constructed junior secondary schools from their own funds. Very often when a province or a district did this they did not have sufficient funds for school operational budget. For example I know of cases where a district did this did not have enough funds to pay for the electricity in the schools. The Access and Equity program was specifically developed for the construction of appropriate school facilities. The funding for this program was provided by the Government of Indonesia and by multilateral agencies such as AusAID. It was important therefore that we reach an agreement that the construction of new facilities would be funded by MONE and not by either the province or district. We were able to reach and maintain this agreement. This should not be underestimated, as some district administrations were keen to construct a new building in order to gain some local prestige or political advantage.

An agreement about funding for the Access and Equity program was important. It was also important to avoid duplication in funding and activities. The co-ordination and synchronization meetings were also designed to clarify activities at each level of government and to ensure that funds were used effectively. A particular problem was in 'one roof schools'. A 'one roof school' is where junior secondary classrooms are added to an existing primary school or where the primary classrooms are used to teach junior secondary students. Clearly in these situations there is potential for either duplication or neglect. When a decision was made to commence a 'one roof school' it was important that the district set aside additional operational funds. The co-ordination meetings provided the opportunity for the identification and resolution of issues.

Despite *Sosialisasi* I experienced a tension between the way that programs were developed and funded from the central level and how these programs were implemented at the local level. Although MONE was decentralized the Government of Indonesia through MONE established educational strategic objectives, developed key programs to achieve these objectives and then funded these activities. Most co-ordination and synchronisation meetings only involved the central and provincial levels of government. It was up to the provinces to undertake *sosialisasi* with the district in their province. In other words I worked with the provinces which in turn worked with the districts.

There is another dimension to this tension. A number of multilateral and bilateral agencies have made significant contributions to education in Indonesia in the form of grants and/or loans. This assistance is negotiated and agreed at the central level between MONE and the particular donor. Despite decentralization rhetoric provinces and districts have no role in these negotiations. . My responsibility was to manage and coordinate disbursement of these donor funds, contribute to national education policy and to implement MONE's strategic plan for junior secondary education. At times I experienced a clash between these responsibilities and the need to be responsive to the needs at the local level.

Conclusion to Chapter IV

The successful implementation of the Nine Year Universal Basic Education Program (NYU-BEP) was my major focus during this project. A number of different programs were used in order to achieve this objective. Two of the most critical were Access and Equity and *BOS*. The aim of the first program was to increase access and equity in junior secondary education by constructing more schools and classrooms and by rehabilitating existing facilities. This strategy could be called the ‘hard’ or ‘physical’ strategy. The aim of the second strategy was to improve systems and human capacity and could be called the ‘soft’ strategy. I used this action research project as a way of improving my expertise and the capacity of my staff and the staff in PEOs and DEOs, especially in relation to these two programs.

The aim of Stage 1 of this project was to develop a deeper understanding of the changed educational environment in Indonesia as a consequence of the ‘big bang’ approach to decentralisation that had been adopted by the Government of Indonesia. It was clear that there was considerable confusion and uncertainty amongst key stakeholders involved in the management of education. This confusion was understandable because of the bureaucratic complexity (three ministries had a direct role in education) and the regular changes in government policies and regulations. If I could develop a better understanding of the problems and issues in the field then I would be able to facilitate a way to address these issues. By the end of Stage 1 it was clear that there were four key issues that needed to be resolved;: inaccurate and incomplete data; the need to develop more effective monitoring and evaluation processes; problems with co-ordination between the three levels of government and the need to increase human capacity especially, in DEOs.

CHAPTER V

IMPROVING EDUCATIONAL PLANNING: LESSONS FOR THE MONE

Introduction

The previous four chapters of this exegesis have outlined and critically analysed my attempts to improve JSE in Indonesia. These attempts occurred within the dynamic and challenging context of decentralization. Decentralization could be considered the impetus and key driver of this project for without this key governance change the project would not have existed. The other key driver was the Government of Indonesia's commitment to accelerate the completion of the nine years basic education program. This commitment was made in 2004 just prior to the commencement of this research project. Nine Years Basic education consisted of six years primary education plus three years of junior secondary education (JSE) or 6 + 3. The gross enrolment rate (GER) was used to measure progress. GER in primary schools was already at 100%. However the GER for JSE was less than 80% whereas the target was 95%. In many districts in Indonesia the GER was considerably lower than 80% and in some less than 50%.

As Deputy Director, Planning my challenge was clear – to improve the gross enrolment rate especially in disadvantaged districts. I was responsible for eight programs. However in this research project I have concentrated on the two key programs – *BOS* (or school operational fund) and the Access and Equity Program. The aim of *BOS* was to finance school operations and was based on the number of students enrolled in each school. The Access and Equity program focused on facilities and involved the construction and rehabilitation of JSE classrooms so that there were enough classrooms for the students.

In term of access, when I started my PhD in 2004, the GER and the NER were 78.43 % and 60.19 %, respectively. By the end of 2008 the GER and the NER had increased to 96.18% and 73.62%, respectively. This has been a great achievement by the MONE, the Government of Indonesia and staff in provinces and districts throughout Indonesia. This project has played a role in the achievement.

In order to achieve the objectives of this research project I used qualitative participatory action research that was informed by Kemmis and McTaggart (1981). They describe four stages for participatory action research, namely plan, act, observe, and reflection. I planned a change to improve decentralized planning in the DDJSE, I implemented a change on the basis of my plan, I observed or evaluated the processes and consequences of changes, and I reflected on the processes and consequences of introducing changes or new practices in decentralized planning. As outlined in Chapter 2 I used four research methods: interviews, observations, document analysis and a questionnaire. Like many practitioner research projects much of the data was collected informally, for example informal consultations with education staff at the central, province and district levels. This informality seemed to be effective in the high context Indonesian situation.

The remainder of this final chapter is divided into three sections:

1. The Complexity of Decentralization in Indonesia
2. Improving Educational Planning at JSE
3. A more skilled practitioner

The first two sections are related to the second and third objectives of *Research By Project* – a contribution to professional and scholarly knowledge and a change in practice. I outline the challenges faced by education in the new decentralized environment. The second discusses education planning and the four aspects that were the focus of Stages 2 and 3 of this project. In a project such as this, situated as it is in MONE, facilitating change, bringing about an improvement in practice, should be a key objective. This was certainly my objective. The third part of this chapter I analyse the impact that this project has had on my own practice. Although the project has assisted me to be a more effective and collaborative educational manager there is still more to learn and to do.

5.1. The Complexity of Decentralization in Indonesia

The decision to decentralize power in Indonesia was one of the consequences of the 1997 financial crisis and the subsequent political crisis. The Indonesian version of decentralization

was complex and its implementation was challenging. A number of factors contributed to the complexity and challenge of decentralization in Indonesia.

First, and most obvious is the Indonesian context characterized by geographical fragmentation on the one hand and the size of the population, (232 million in 2008), population growth rates, the significant population density variations and ethnic diversity on the other. There were also large economic variations between the provinces and consequently variations in the capacity of districts and provinces to raise income at the local level. Coupled with this was the variations in basic infrastructure especially transport and communication. The richer provinces such as East Kalimantan, Riau and Aceh argued that the province should have the greater role in decision making. In Java, it is rather different. People are better off economically, not necessarily due to natural resources, but due to better levels of education and proximity to the central government. Unless these disparities are solved, decentralization could create conflicts.

Second, the 1999 decentralization represented a radical departure from Suharto's New Order regime. In 1999 there were fears that if significant power was shifted to the provinces then there was a danger of territorial disintegration. To avoid this, districts rather than provinces were given the most significant role. But this was a significant contrast to the pre-1999 reality. In the final years of Suharto's regime, power and decision-making became more and more centralized. Therefore, by 1999 the role of district and even provincial governments was to implement decisions made in Jakarta. This process of centralization had a number of impacts including a lack of human capacity at the district level. One of the justifications for decentralization was to be responsive to local communities. But in the area of service delivery, including education, many officials had little experience in identifying and responding to local needs.

A third challenge resulted from the way that decentralization was implemented. Indonesia adopted a 'big bang' approach. The two basic decentralization Laws, namely Law 22/1999 on Local Government and Law 25/1999 on Fiscal Balance between Central, Provinces and Districts, were hastily drafted and adopted in April 1999 and had to be implemented by January 2001. The 1999 laws were revised in 2004 (Law 32/2004 – local autonomy and Law 33/2004 – fiscal balances) and gave a greater role to the provinces. Therefore in the early years of implementation

there was significant legal and regulatory fluidity. This fluidity caused even greater complexity. This was even recognized by those organizations that had called for decentralization in the first place (see the World Bank 2005). This report acknowledged that Indonesia faced a lack of regulatory clarity in the three-tier unitary government structure and as a consequence problems, with governance, coordination and management.

Last, but not least, the implementation of decentralization was also weakened by localized euphoria. This was understandable especially as local governments were relatively insignificant during the *Suharto* regime. However in some areas it took on a negative aspect – distrust of outsiders and an unwillingness to learn from others’ experiences. In some cases district administrations refused to employ people from outside the district even if he or she had expertise in a particular area of local administration, for example education. In these districts, the ethnicity was the critical employment criteria and not competence. Developing human capacity will be critical in order to achieve significant improvements in education. However, these efforts will not be effective if ethnicity is the key employment consideration. There has also been enthusiasm for creating new local governments. In the past ten years (1999 –2009) over 150 new districts have been created – more than 50 since 2004 when this project began. While it is understandable that local people want their own local representatives, often the creation of new districts has more to do with local political interests. The creation of new districts complicates the delivery and financing of services to the local people.

In addition to the four general challenges of decentralization, education faced a number of specific challenges. Both the Ministry of National Education (MONE) and Ministry of Religious Affairs have direct responsibility for education in Indonesia. However, in the 1999 and 2004 legislation MONE was decentralized while MORA was not. Moreover DEOs were responsible to the local government and bupati and not to the MONE. The Ministry of Home Affairs (MOHA) acted as a coordinator of local government. So there were three ministries involved in the management of education. This increases the complexity of coordination in achieving educational objectives.

The implementation of education decentralization demanded new roles to be played by the MONE as well as districts and provinces. When education was centralized, MONE acted like a commander, making decisions about almost all activities associated with the delivery of a national education system including regulations, policies, standards, norms, management, planning, and finance. Overnight this turned around and local districts had official power to make decisions about education. While MONE retained responsibility for standards and quality assurance its primary role was to facilitate the achievement of educational objectives and targets. In terms of educational planning, MONE was still required to develop a national strategic plan and to provide financial support to the provinces and districts. The changed situation meant that MONE in general and my office in particular, had to develop new capacities. However in 2004 when this project commenced there were significant confusion about how education should be managed in the era of decentralization. New practices had not been developed in response to the new situation. I remember at the time thinking that working in this environment was a bit like riding a roller coaster. We were traveling somewhere but were not clear where nor did we seem to have any great control.

In short, decentralization in Indonesia in general and decentralization of education in particular has been very complex and challenging. I had no control over the decentralization process. During this project I have attempted to respond to the challenges of this new, dynamic environment. The strategies offered by my research findings can be used as a reference to address the complexities and to confront the challenges discussed above. The products of this research provide guidance and direction for the development of education plans and the effective implementation and evaluation of those plans.

5.2. Improving Educational Planning at JSE

The original aim of my project was to improve the management of junior secondary education so that we could better achieve the strategic objective. However, at the end of Stage 1 of the project I decided to narrow the focus and concentrate on planning processes. The participants in the project identified four critical issues that impacted on the planning and implementation of educational programs at the junior secondary level: the need to improve the accuracy of the data

that was used to make key decisions especially for the *BOS* program; monitoring and evaluation; capacity building; and coordination and synchronization. Chapter 5, Stages 2 and 3 outlined the actions that I took to achieve these new objectives.

During this research project I developed, in consultation with staff from PEOs and DEOs, new planning guidelines (See Portfolio – Product 1) because the existing planning process was based on a centralized education system. These new planning guidelines have been used extensively by the DDJSE planners. They have also been used by PEOs and DEOs. The results of using these newly developed planning guidelines have improved education planning in the DDJSE as seen from its newly formulated strategic plan.

In addition to the Planning Guidelines, during this project I focused on four aspects of planning: capacity building, co-ordination and synchronization, improvements to data accuracy and monitoring and evaluation.

Capacity Building

Ary (2002) noted that decentralization is dependent on the capacity of local institutions to carry out the power and responsibilities devolved to them. As I noted in the first part of this chapter many local institutions did not possess this capacity because during the Suharto regime they simply followed directions from the centre. In some districts this lack of capacity was made worse by a mistrust of people from different ethnic backgrounds. The lack of capacity is not confined to the district level. Even in MONE itself there are problems. Decentralization requires that educational personnel at all levels work in new ways. At the central level, staff need to become more collaborative and accommodating of local decisions and differences. Provincial education staff need to develop their coordinating skills. This is especially important since the 2007 regulatory change that clarified and developed the coordinating role of provinces.

Changing the attitudes and practices of staff at the central level is not always easy. Reaching the target of 95% GER in JSE was a significant achievement. However approximately 180 (of 497) districts in Indonesia have still not reached this target. Assisting these districts to reach the target will not be easy. It will require individualized responses that address particular localized

problems – a one size fits all plan will not succeed. The DDJSE will need to work with individual districts and the relevant provincial office to analyze the situation and to develop a plan. This will require flexibility and creativity as well as expertise in problem solving, community participation and understanding of education development. While some staff have adopted a collaborative mindset and the necessary skills identified above, others are resistant to this new way of thinking and acting. Staff at the central level need to be encouraged to be collaborative even when there are setbacks or problems with this approach. They also need to be provided with more opportunities to develop their own capacity.

Coordination and Synchronization

At the beginning of my research project in 2004, coordination of programs (especially *BOS* and Access and Equity) within DDJSE and between the three levels of government was slowing the achievement of nine years basic education. As a consequence of this research project I scheduled more frequent meetings within the DDJSE and more particularly between the DDJSE and PEOs and DEOs. The more frequent meetings enabled my team and I to develop a better understanding of the situation, in particular districts and provinces in Indonesia. It also provided me with the opportunity to clarify education priorities and the programs that had been developed to address particular needs. The staff from the DEOs and PEOs reported that this was very useful. In scheduling these meetings I was also trying to make myself available to people in the field. At the same time the schedule was difficult and I spent many days and nights away from my office and family.

Beside the additional meeting I have encouraged our staff to be more proactive in getting input from PEOs and DEOs about systemwide needs assessment and demand analysis. Last, but not least, I and my staff have also to be more sensitive about the local political sensitivities of PEOs and DEOs. The compatibility of strategic and annual plans as well as the successful implementation of programs to increase access and to improve the quality of JSE is evidence of increased collaboration and coordination. .

Improvements in Quality Data

At the start of this project incomplete and inaccurate enrolment data was causing significant problems in the MONE. The lack of accurate data became even more significant with the introduction of *BOS* in 2005. As Deputy Director of Planning I was given responsibility for managing the *BOS* program for all basic education in MONE and MORA schools. The *BOS* program was designed to provide school operational funding throughout Indonesia. The funding was calculated on the number of students enrolled in a particular school. The Centre for Education Statistics was responsible for collecting, analyzing and distributing this basic data. My team quickly discovered that this data was unreliable. During the centralized era the response rate from schools and districts was very high. However the response rate decline significantly after decentralization.

I decided to develop an alternative mechanism. This mechanism was described in Chapter V Stage 2. A simplified questionnaire and procedure was used to collect the enrolment data (see Portfolio – Exhibit 6). A key feature of this mechanism was the regional coordination meetings that occurred in August 2006 and then in August 2007, 2008 and again in 2009. These meetings provided the opportunity for districts, provinces and MONE to clarify and verify the collected data. In 2008 the Centre for Statistics started using the data collected through this mechanism.

Monitoring and Evaluation in the DDJSE, PEO, and DEO

This research also enabled me to develop in collaboration with my staff and other key stakeholders a new monitoring and evaluation system (See Portfolio – Product 2) The intention of the monitoring and evaluation is to assist the implementation of the nine years basic education program. In particular the system helps identify disadvantaged districts and subdistricts or districts with particular problems and then to develop activities that will address these problems and/or disadvantage.

Product 2, the Guidelines for Monitoring and Evaluation was one outcome of the action that I took to improve this aspect of planning. This was a tangible outcome. Another important finding from my research project was that the recruitment of a professional independent monitoring and evaluation team from outside of DDJSE had improved education planning in the DDJSE. The

independent monitoring and evaluation team consisted of professional people recruited from higher education institutions specializing in monitoring and evaluation. Because of their professional competencies in monitoring and evaluation, the results of their monitoring and evaluation were very objective, accurate and were used in education planning in the DDJSE. Therefore, it is suggested that independent monitoring and evaluation be used not only by the DDJSE, but also by the all PEOs and DEOs in Indonesia.

There were other more intangible outcomes. These outcomes are more difficult to document and assess. In Chapter IV, Stage 3 I described that in Indonesia monitoring and evaluation is a form of evaluation for development. In other words, a key aspect of this activity is the identification of needs and then the development, in collaboration with the key stakeholders, of a plan to address those needs. It is action orientated. Collaboration and participation by key local institutions was critical for success. The first form of collaboration occurred during the design of the plan when we worked with institutions such as universities and NGOs and the key religious organizations (See Portfolio – Exhibit 11). The second form of collaboration occurred when the teams went out into the field to engage with the local communities. When these teams worked effectively they were not only able to mobilize the local community but they were also able to demonstrate that government was responsive to the needs of the local community. They helped promote a culture of service. I acknowledge that it is difficult to measure the impact of this and it is beyond the scope of the research project.

5.3. A More Skilled Practitioner

As indicated in Chapter 1, the first aim of *Research By Project* is a more skilled and knowledgeable practitioner. This mode of research provides an opportunity for the practitioner to develop their skills and knowledge so that they can improve their own performance and the effectiveness of their organisation. In this way the knowledge that is generated and the practices that are developed can be used to improve social outcomes. There is a direct connection to the real world.

This research project has enabled me to become a more skilled education planner in the DDJSE. However, the process of becoming a more skilled education planner in a decentralizing context was not easy. At the start of my research project, I knew little about the concepts and practices of decentralization in general and decentralization of education in particular. I knew little about the impacts of decentralization on education planning. I knew little about the complexities and challenges of education planning in a decentralizing context, I knew little about the concepts and practices of education planning. I had little understanding about the reality of education planning in the PEOs and DEOs. I knew nothing about concepts and practices of the *Research By Project* approach. This approach to post graduate research is foreign to Indonesia.

Specifically, I am now more knowledgeable in the concepts and practices of decentralization in general and decentralization of education. I have a better understanding of the complexities and challenges of education planning in the Indonesian context. I also have a much better understanding of the problems and pitfalls associated with education decentralization. From the literature on education planning, intensive discussions with education planners at the DDJSE, PEO, DEO, and with my academic supervisors, I am now more knowledgeable about the concepts and the positive possibilities of decentralized education planning. I also have a much better understanding of how to change from the existing planning practices to effective decentralized education planning. I know better on how to implement the strategies that have emerged from improved planning. The impact of this focus on education planning in the DDJSE has been positive in that we now have more capable education planners; higher quality data; stronger coordination and synchronization; and stronger and more effective monitoring and evaluation strategies are now used in education planning in the DDJSE. These have all stemmed from this research project. It can also be asserted that the quality of education has improved as has access to, and equity in, basic education across much of the nation.

In addition, I have also learned a lot about conscientiousness and passion which has also contributed to me being more confident in myself as a practitioner in education planning. From the standpoint of conscientiousness, I now know a lot more about what is right and I feel obligated to do what is right for decentralized planning and Indonesian students. I should stress that has not always been easy. But once I managed to act on greater knowledge and conscience, I

felt very satisfied as a practitioner in education planning because I could improve myself and the system for which I am responsible. From the passion stand point, I learned a lot of how to motivate, energize, motivate and inspire myself and others. It was at first not so easy to fuel my self as a researcher in order to be better education planner. However, this research and the understandings gained from it have added to my motivation and I am now a much better practitioner in education planning and management. For example, I am now more motivated in doing planning based on the principles of participation and inclusiveness, I am now more aware of the use of social demand and inductive planning approaches, and more widely, the DDJSE is now applying new four themes of planning mechanism deeply found from my research findings, namely capacity building, quality data, coordination and synchronization, and monitoring and evaluation. However, all the gains from this research project were not without difficulties and challenges.

During this research I faced a number of challenges. I have already discussed the challenges associated with decentralization and with the objective of improving access to and quality of junior secondary education. I also faced a number of challenges as a practitioner researcher. First I experienced considerable role conflict between the research role and my manager role. At times these two separated roles complemented each other and lead to improved knowledge and better practices. However on other occasions there was considerable conflict and during many of the consultations that I conducted within my office and with DEOs and PEOs the staff could only see me as a senior manager. I can remember a discussion I had with my supervisors in Mataram airport in 2005 about this difficulty. The fact was that there was no easy way to avoid the conflict, but informal discussions with participants became an important way of trying to overcome this problem.

Second, during the course of this project Indonesia experienced a number of major natural disasters. Shortly after the commencement of the project, Aceh was devastated by December 26, 2004 tsunami. More than 100,000 people were killed and houses and community infrastructure was destroyed. I was appointed as a member of the four member National Emergency Response team for education. In the early part of 2005 I spent four months working in Aceh. After the initial response phase we developed and implemented a number of programs and recovery

activities that were aimed at restoring education services to their previous level. Responding to the disaster was a priority – my doctoral project was not important. Unfortunately this was not the only disaster. I was also involved with the Jogjakarta earthquake response of 2006 and the more recent earthquakes in West Java and West Sumatra. In West Java more than 1,000 schools were destroyed and in Padang about 2,500. On both of these occasions restoring education services was a priority that required coordination with the Government of Indonesia and with bilateral and multilateral donors. Once again the research project was not the priority.

Despite the difficulties described above I am now feeling happier, more knowledgeable, more aware of, more obligated to my work and team and I act more confidently in my workplace. This has happened because of my enhanced knowledge on education planning, decentralized education management and other subjects related to strategies for implementing better management and better education planning. This, then has greatly increased my confidence and my dedication to improve my workplace and, as a consequence, to improve education performance in Indonesia.

5.4. Conclusions

This research By Project began in July 2004 in the midst of radical social and political change in my country, Indonesia. The regime of President Suharto who had exercised tight political control for so many years had collapsed at the start of the economic crisis of 1997. The economic crisis, and the downfall of Suharto resulted in a new atmosphere. The country started down the road of dramatic decentralization as central government functions and powers were transferred to sub-national levels of government, in particular districts. The decentralization process meant that staff at all levels of government had to learn new practices. This project was part of that learning process.

The initial objectives for this research project were ambitious – to improve the management of education within the Directorate of Junior Secondary Education. I soon realised that this objective was too ambitious. At the end of the first stage of the project I decided to concentrate on educational planning in the area of my work, Junior Secondary Education. I adopted an action research approach because I thought that this would be the most effective way of achieving my

objective. An action research approach is consistent with the three objectives of Research By Project. Action research also aims to be collaborative. I realised early in the project that collaboration would be critical for success. Collaboration is also consistent with the Indonesian cultural and approaches to management.

After four years of my research project, both access (measured by GER) and quality of JSE (as measured by national examination) scores have increased significantly. Obviously I do not claim that these improvements were only the result of this project. However I think that this project did make a contribution. My skills have improved. My knowledge of educational management, particularly planning has improved. This project has assisted staff in my office and in PEOs and DEOs to improve the level of service delivery in education.

Although my project officially ended in December 2008 the practices that I developed during the project continue. Junior secondary education in Indonesia continues to face many challenges. Some of these challenges existed at the start of the project. Others have emerged since 2004. The work of improving access and quality of education continues. The task is huge but the rewards mean that any efforts on my part are worth it. The future of Indonesia rests with our young people and education plays an important role in preparing them for this future.

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